

BOYLSTON

COMPREHENSIVE PLAN

MARCH 2000

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Chapter I

GOALS

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Boylston Vision Statement

The Town of **Boylston** envisions itself as an **extraordinarily beautiful rural community** with its **historic common and surrounding village character** in the historic district preserved, its **roadside character** of native New England mixed forest and stone walls maintained, and its **unique neighborhoods** protected and nourished:

where **planning** for the future of the town is proactive, environmentally conscious, and fiscally sound;

where a person knows they have entered Boylston by its **natural landscape quality**;

where there is **strategic economic development** controlled by type, location, and nature which does not detract from the intended rural, small village character of the town and provides a sound commercial tax base;

where the **visual environment** along Routes 140 and 70 is controlled and improved;

where effective, efficient, open and cooperative **management** of both town administration and school district affairs is conducted;

where needed **public facilities and services** are provided and the town's **natural resources** (water supply, wetlands, floodplains, rivers, brooks, ponds and wooded areas) are protected;

where children are provided **superior educational opportunity**; and

where **social and recreational opportunities** are available to all residents of all ages.

Goals Statement

Land Use

Study the potential of large key land holdings and outline a strategy for their future use in accordance with the town's vision.

Allow more creative, interactive land use development, i.e. cluster development, Planned Unit Developments, and a wide range of housing types providing additional life-style options.

Coordinate with State and County the use and/or disposition of their land.

Economic Development

Expand tax base through controlled commercial development.

Establish well defined commercial and industrial areas in town and enact the necessary controls to achieve aesthetic compatibility in order to preserve town character.

Increase employment opportunities.

Encourage the appropriate growth of small business convenience stores and retail services to meet daily needs of residents as the town matures.

Environment: History, Character & Image

Preserve the historical heritage of the town, including its historic buildings, historic open spaces, tree-lined streets, and scenic country roads.

Enhance the aesthetics of traditional neighborhoods by planting street trees, establishing sidewalks, repairing or installing curbs, and improving streets.

Enact land use and development controls which serve to reinforce the town's rural village character as additional development occurs.

Enact design review controls to ensure that new development aesthetically fits with the town image.

Control the image and character of commercial uses along highways.

Environment: Open Space & Recreation

Protect ecologically sensitive areas as the town develops and allow for connective wildlife corridors between areas preserved as open space.

Protect and improve conditions surrounding the municipal wells in order to safeguard the town water supply.

Protect ground water to ensure the quality of private water supply.

Plan now and purchase lands for public open space and facilities such as school sites, playgrounds and recreation facilities for residents of all ages.

Connect existing open space with continuous walkways and bikepaths.
Plan for both passive and active open space recreational opportunities.

Negotiate recreational use of MDC property.

Public Services and Facilities

Professionalize the administration of town government to match the growing needs of the town which demands more day-to-day administrative attention and coordination of activities.

Optimize fiscal procedures within the town, broaden the tax base and proactively seek funding sources. Control the balance between school and non-school expenses through communication and cooperative actions.

Establish a detailed capital improvement planning process for the town.

Install sewerage system for the town in critical areas to correct adverse environmental conditions, to protect water supply resources, and to encourage economic development.

Build sufficient new municipal facilities to handle administrative and public safety services for the town.

Actively pursue creative educational improvements and funding sources to maintain and improve educational opportunities for our young people to compete in the 21st century and to sustain property values.

Increase the number of residents actively involved in town government and community service.

Transportation

Anticipate future transportation needs and preserve sufficient rights-of-way.

Improve and maintain the quality of town roads.

Housing

Provide for a diversity of housing opportunities that will allow our young adults and senior citizens to remain within the town.

Strengthen the integrity and character of residential neighborhoods so admired by residents by preserving and enhancing their visual assets, parks and recreation areas.

Chapter II

LAND USE

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Color GIS Maps (34"x44") on file with the Planning Board

1985 Land Use
1998 Parcel Based Land Use
1998 Parcels: Map, Block, & Lot
Morningdale Map, Block, Lot Enlargement
1999 Parcel Based Exempt Properties
Zoning Districts

LAND USE

Introduction

The Land Use chapter reviews land use patterns throughout Boylston. By examining the existing uses and zoning characteristics, it is possible to identify patterns and trends. Opportunities for future improvement and development are discussed as well as problem areas.

To provide a context for the land use discussion, a brief history of the town is provided from the standpoint of its physical growth and development beginning with its early settlement. An overview of the present land use pattern notes prominent features and discusses their interrelationships.

Next, an analysis of land use in the town is undertaken. This was accomplished by a look at how land use in the town has changed over the fourteen years 1971-1985. Then a build-out analysis assesses the theoretical development potential of the Town. The Town Workshop on May 19, 1998 discussed many land use issues and provided valuable input.

Finally, recommendations are made for town-wide future development and land use as well as improvements for specific areas.

Land Use Goals

After obtaining input from the Visioning Workshops in spring 1995 and from comments made by citizens at a public forum, the following land use goals were endorsed by the Planning Board in May 1995 to provide direction for Town land use planning.

- Study the potential of large key land holdings and outline a strategy for their future use in accordance with the Town's vision.
- Allow more creative, interactive land use development; i.e. open space residential development, Planned Unit Developments, and a wide range of housing types providing additional life-style options.
- Coordinate with State and County the use and/or disposition of their land.

History of Growth and Development¹

Boylston was first settled in 1722 and was a part of Shrewsbury and Lancaster. In 1742, it became the North Precinct of Shrewsbury, and in 1786 it was incorporated as the Town of Boylston.

¹ History up through 1970 obtained from "Growth Policy Statement", Town of Boylston Growth Policy Committee, Boylston, MA, 1976.

For the first 100 years, agriculture was the mainstay of the economy. The Nashua River, a good source of waterpower, started attracting mills in the early 19th century. This, coupled with the coming of the railroad in 1870, made the village of Sawyer's Mills a thriving industrial community. By 1895, about half of Boylston's tax base and population depended on this economy.

The Wachusett Reservoir was then constructed resulting in the taking of mills and homes. The Metropolitan District Commission (MDC) now owns 4,000 acres of land, or approximately one-third of the land area of Boylston. The mills never returned, and many of the people displaced moved away. It was many years before the town recovered.

The town remained largely agricultural until after World War I, when several large subdivisions were laid out and the sale of lots actively promoted in the Morningdale section of town. The Electric Street Railway that had been established in the early 1900's made it practical for people to live in Boylston and work in Worcester resulting in the first commuters.

The population grew slowly until after World War II. Farming on a small scale as it existed in Boylston became economically unfeasible. The returning servicemen created a demand for housing. There was a surge of residential building throughout the 50's and early 60's concentrated again primarily in Morningdale. By now the character of the town had changed; the farms for the most part were gone. The concentration of population had shifted to Morningdale, and Boylston was now a bedroom town for commuters to the Worcester area.

The 1970's saw a small amount of industrial and commercial growth along Route 140. Residential growth had leveled off until the construction of "Timberbrook", a 150-unit condominium complex. Concurrent with the building of this project there developed a change in the role of Boylston from being just a bedroom town for Worcester. Due to improved access to the east, Boylston began to attract many people who commute to Boston and the Route 128 area.

Since 1960 the population of the Town has nearly doubled from 2,367 persons to over 4,000 today. Transportation access and the development of major employment centers along Interstate 495 have made Boylston a desirable residential community in the region. Commercial development continues to expand slowly along Route 140, but the lack of sewerage has restricted the more substantial commercial development seen at other locations adjacent to interchanges along I-290.

Town Land Use Analysis

General Pattern of Development

Boylston is a sparsely developed Town becoming increasing suburbanized. Route 140 cuts across the southwest corner of Town that contains the Morningdale section. See the Conceptual Land Use diagram. This area and the immediate areas just north of Route 140 around the Timberbrook condominium area is the most suburbanized part of Town. The remaining area of

Conceptual Land Use Boylston, MA

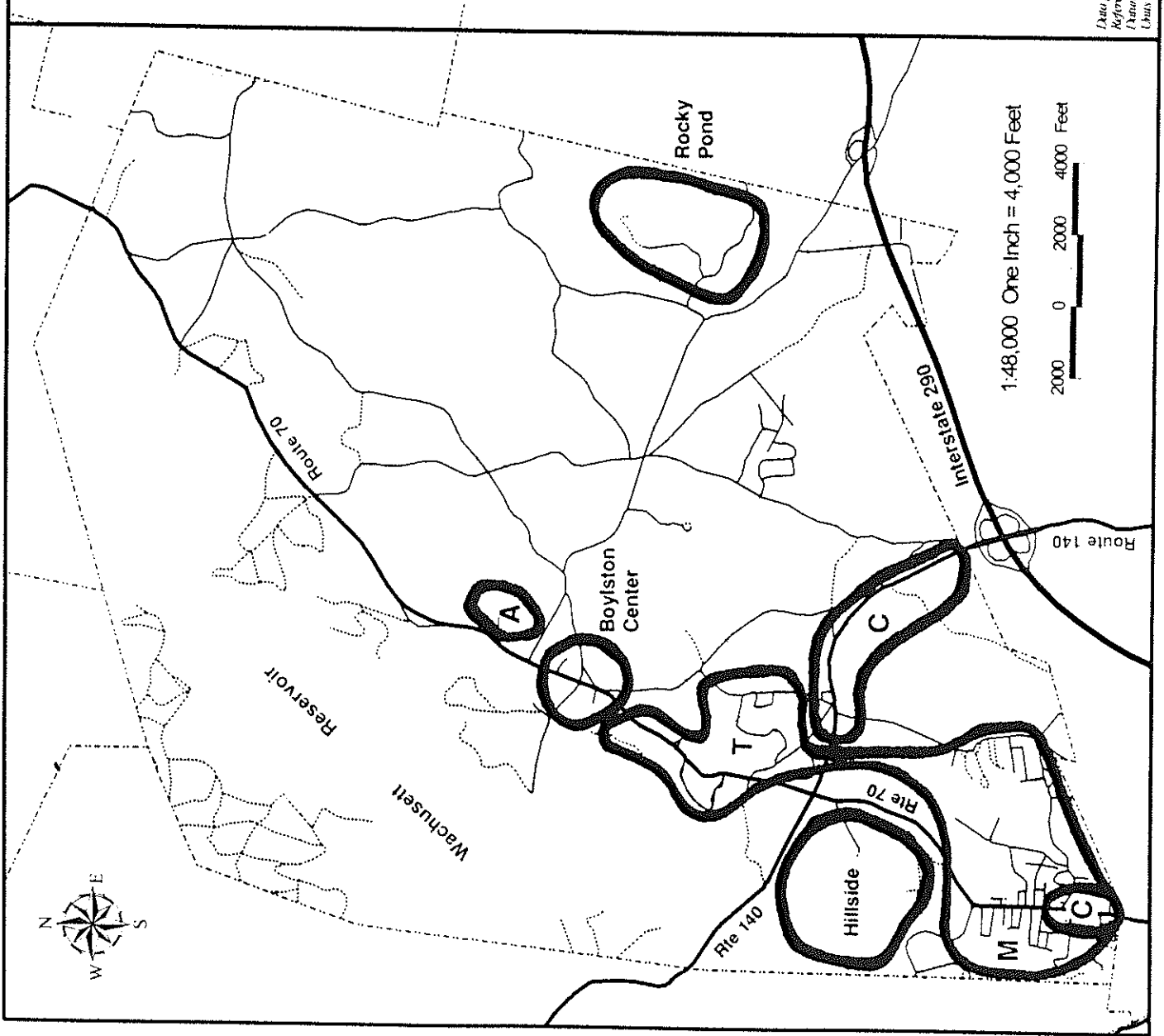


- Town Boundary
- Major Roads
- Roads
- ... Abandoned Roads & Trails

- A - Arboretum on Tower Hill
- C - Commercial
- M - Morningdale
- T - Timberbrook Condominiums

Data provided by MassGIS
Reference System: StatePlane
Datum: NAD 83
Units: Meters

1998 Central Massachusetts Regional Planning Commission



Town is more rural in character being developed by larger lot single-family homes. Commercial development is focused on Route 140, Shrewsbury Street, between the Town line to the southeast and the intersection of Route 70. The other area with some commercial development is the southern part of Route 70, Main Street, beginning with the car dealership and continuing south to the Shrewsbury line with primarily residential structures converted to offices and some retail uses. The Town Center consisting of town offices and the police department was established on a 250-acre parcel at the southwest quadrant of Route, 70 and 140 which was recently acquired from Digital.

Historic Boylston Center around the green defined by Church, Central and Main Streets is a very beautiful heart of the Town. The Historical Society building, public library, and church anchor the edges of the triangular green and establish the historic ambience for the Town. The immediate residential structures also add ambience to the space.

The remainder of the Town to the north and east is low density residential except for the cluster of cottages and houses around Rocky Pond. Golf courses, nurseries, and some open fields provide relief from the generally forested and rolling terrain. The Tower Hill Botanic Garden on Tower Hill just off of Main Street is a beautiful cultural facility.

The Wachusett Reservoir is to the north of Route 140 and to the west of Route 70. Almost all of the land and water area in that sector is owned by the MDC, which comprises about one-third of the Town area.

Land Use Distribution and Changes 1971-1985

MacConnell land use data² is summarized in the spreadsheets below. It was assembled according to 21 land use categories in the years 1971 and 1985. Land use for part of the town was done in 1992 but the aerial photography from which it was done did not cover the entire town. It is from the changes in land use over time that trends are observed. The abbreviation for the various land use types as shown in the following spreadsheet and their definition is given below.

| Key for Land Use Types | | | |
|------------------------|-------|------------|-----------------------|
| Code | Abbr. | Category | Definition |
| 1 | AC | Cropland | Intensive agriculture |
| 2 | AP | Pasture | Extensive agriculture |
| 3 | F | Forestland | Forest |

² The Mass GIS statewide 1:25,000 land use datalayer was interpreted from 1:25,000 aerial photography taken in 1971, 1985, and in some areas, including part of Boylston, 1990 or 1991/1992. This land use data is often referred to as the MacConnell land use data. The Resource Mapping Project at the University of Massachusetts, Amherst, did photo interpretation and automation. The RMP staff aggregated the 104 classes of their original 1971 interpretation into 21 categories and digitized the data into individual community digital coverages using a PC version of Arc/Info software. Interpretation was made from 1:40,000 9"x9" color infrared photos. The minimum mapping unit used was one acre.

| | | | |
|----|----|----------------------------|---|
| 4 | FW | Inland Wetland | Nonforested freshwater wetland |
| 5 | M | Mining | Sand, gravel and rock |
| 6 | O | Open Land | Abandoned agriculture, power lines, areas of no vegetation |
| 7 | RP | Participation Recreation | Golf, tennis, playgrounds, skiing |
| 8 | RS | Spectator Recreation | Stadiums, racetracks, fairgrounds, drive-ins |
| 9 | RW | Water Based Recreation | Beaches, marinas, swimming pools |
| 10 | R0 | Multi-Family Residential | Multi-family |
| 11 | R1 | High Density Residential | Smaller than 1/4 acre lots |
| 12 | R2 | Medium Density Residential | 1/4 - 1/2 acre lots |
| 13 | R3 | Low Density Residential | Larger than 1/2 acre lots |
| 14 | SW | Salt Wetland | Salt marsh |
| 15 | UC | Commercial | General urban, shopping center |
| 16 | UI | Industrial | Light and heavy industry |
| 17 | UO | Urban Open -or-Public | Parks, cemeteries, public and institutional green space |
| 18 | UT | Transportation | Airports, docks, divided highways, freight storage, railroads |
| 19 | UW | Waste Disposal | Landfills, sewage lagoons |
| 20 | W | Water | Fresh water, coastal embayment |
| 21 | WP | Woody Perennial | Orchard, nursery, cranberry bog |

Land Use Changes 1971-1985 (14 years)

By analyzing the land use changes over the fourteen-year period up to 1985 some observations of change in the town can be made. See the following map titled "1985 Land Use" to visually comprehend the distribution of land uses within the Town. The legend to the right of the map gives the color code for each land use. Sixteen land uses are shown on the map legend. Four land uses were combined with others and there is no salt wetland. Cropland and pasture are combined in the agriculture category; participation and spectator recreation are combined in the recreation category; multi-family residential and high density residential in the dense residential category, and; medium density residential and low density residential are combined in the residential category. By comparing this land use map with the Conceptual Land Use map giving the general pattern of development above, the detail of the specific land uses can be visualized within the overall conceptual pattern.

The table below titled "Land Use Changes 1971-1985" provides the acreage data for each one of the land uses in the twenty-one categories for the two years. The last two columns show the change between years 1971 and 1985 with the left column showing the number of acres either added or deleted from that category. The right column shows the percent of change of that category respective to the 296 acres of land that shifted use between 1971 and 1985, either being increased or decreased. For example, there were 254 acres of forestland that were lost between the two years and that was 86% of the entire land lost to various uses. The largest gain in land use was 168 acres in the low-density residential land use. Modest gains were seen in multi-family residential and in medium density residential. It can generally be summarized that over the period of 1971 to 1985 land was taken out of forest use and converted to residential use. Smaller changes noted in other land uses include a gain of 2.8 percent in the acres of added cropland of the 296 acres and a loss of 4.8 percent in pasture of the acres changing land use.

1985 Land Use Boylston, MA

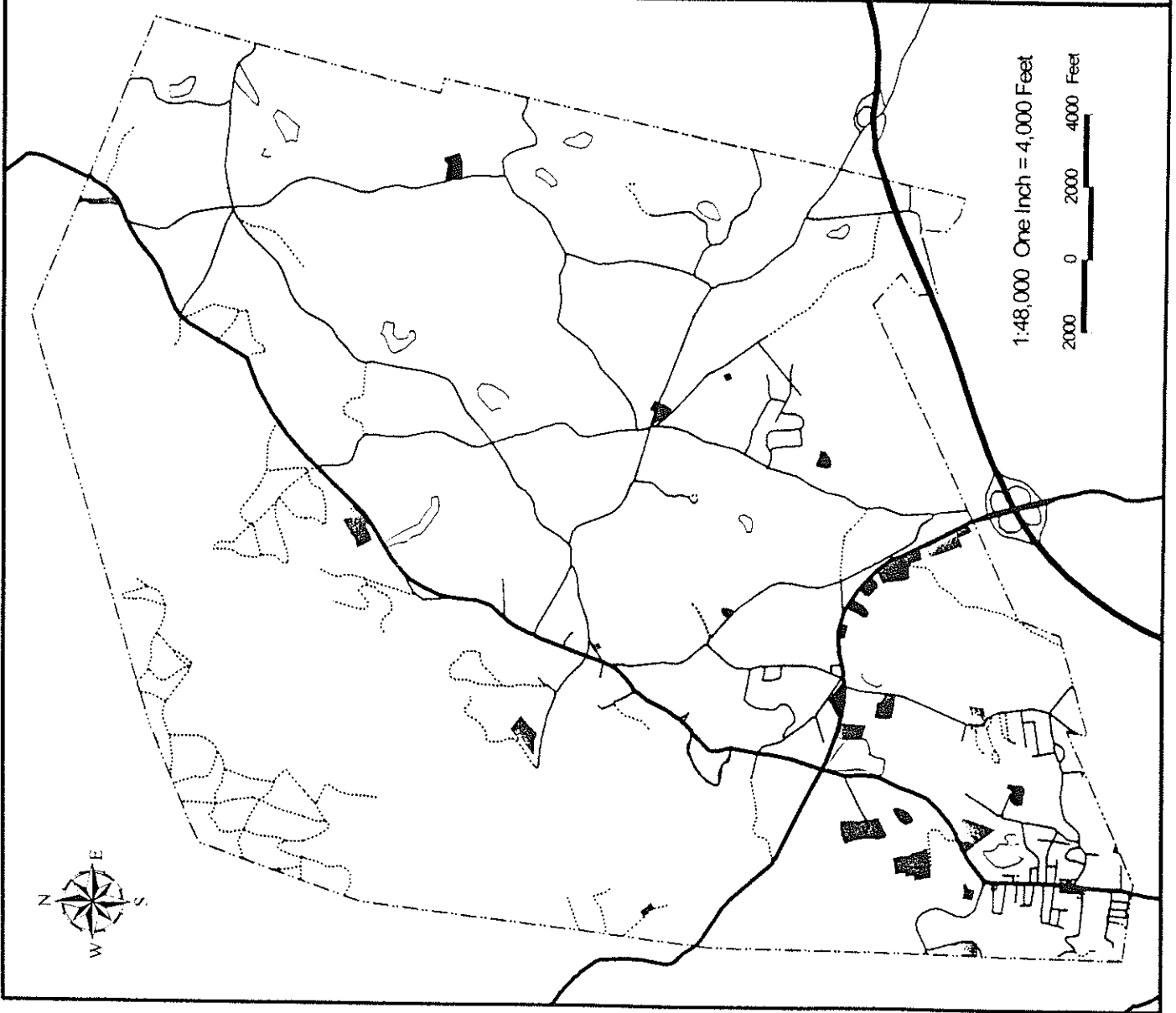


- Town Boundary
- == Major Roads
- == Roads
- Abandoned Roads & Trails

1985 Land Use

- Agriculture
- Forest
- Wetlands
- Mining
- Open Land
- Recreation
- Water Recreation
- Dense Residential
- Residential
- Commercial
- Industrial
- Urban Open
- Transportation
- Waste Disposal
- Water
- Woody Perennial

Max Cornell 21 Category Land Use
data provided by MassGIS
Reference System: NAD83
Units: Meters
1996 Central Massachusetts Regional Planning Commission



Land Use Changes 1971-1985 (14 years)

| Category | Acres 1971 | Acres 1985 | Change 71-85 | |
|----------------------------|------------|------------|--------------|---------|
| | | | Acres | %Change |
| Cropland | 176.54 | 184.86 | 8.32 | 2.8 |
| Pasture | 121.87 | 107.53 | -14.34 | -4.8 |
| Forestland | 8347.01 | 8092.55 | -254.46 | -85.9 |
| Inland Wetland | 110.47 | 100.89 | -9.58 | -3.2 |
| Mining | 10.38 | 18.58 | 8.2 | 2.8 |
| Open Land | 282.81 | 274.38 | -8.43 | -2.8 |
| Participation Recreation | 145.25 | 147.5 | 2.25 | 0.8 |
| Spectator Recreation | 10.81 | 10.81 | 0 | 0 |
| Water Based Recreation | 4.89 | 4.89 | 0 | 0 |
| Multi-Family Residential | 0 | 45.03 | 45.03 | 15.2 |
| High Density Residential | 62.6 | 62.6 | 0 | 0 |
| Medium Density Residential | 192.52 | 224.3 | 31.78 | 10.7 |
| Low Density Residential | 559.51 | 727.28 | 167.77 | 56.7 |
| Salt Wetland | 0 | 0 | 0 | 0 |
| Commercial | 29.63 | 29.63 | 0 | 0 |
| Industrial | 7.69 | 19.36 | 11.67 | 3.9 |
| Urban Open -or- Public | 87.77 | 108.48 | 20.71 | 7.0 |
| Transportation | 30.64 | 30.65 | 0.01 | 0 |
| Waste Disposal | 7.39 | 7.39 | 0 | 0 |
| Water | 2354.83 | 2354.72 | -0.11 | 0 |
| Woody Perennial | 102.95 | 93.81 | -9.15 | -3.1 |
| Total | 12645.56 | 12645.25 | -0.32 | 0.1 |

Land Use 1998

A parcel based land use analysis was conducted with 1998 parcel data from the Town Assessor's database. Each parcel is assigned a land use code in accordance with the Department of Revenue three-digit code for a specific property use. Although these codes define land use, they differ in categories since these codes are established to differentiate properties for taxation purposes,

while the previously discussed MacConnell land use data is of a natural resource base, i.e. derived from vegetation analysis.

Assessor 1998 Land Use Allocation

| Land Use Categories | Total Acres | % of Land |
|---------------------|-------------|-----------|
| Residential | 3034.55 | 24.0 |
| Vacant Residential | 1819.68 | 14.4 |
| Open Land | 108.59 | 0.9 |
| Commercial | 258.84 | 2.0 |
| Vacant Commercial | 11.03 | 0.1 |
| Industrial | 125.82 | 1.0 |
| Agriculture (61) | 152.07 | 1.2 |
| Forest (61A) | 120.69 | 0.9 |
| Recreational (61B) | 23.75 | 0.2 |
| Exempt | 2819.27 | 22.3 |
| Uncoded | 1493.02* | 11.8 |
| Roads | 323.60 | 2.6 |
| Water Features | 2355.86 | 18.6 |
| Totals | 12645.28 | 100.0 |

* There are 164 parcels that the Town Assessor does not have identified which are not included in the data. This uncoded data will be defined as time and workload permit

Source: Boylston Assessor Land Use Code, November 1998

According to the Town Assessors records twenty-four percent of the land in Town is in the residential category and twenty-two percent of the land is tax exempt, which accounts for nearly half of the total land in Boylston. Note that almost twelve percent of the land is uncoded in the records and could be unequally distributed amongst the uses. The Metropolitan District Commission (MDC) owns most of the tax-exempt land associated with the Wachusett Reservoir. Water features consume 2356 acres, nineteen percent; most of that is the Wachusett Reservoir. There are 1820 acres of vacant residential land and 11 acres of vacant commercial land open to potential future development. Other land areas total less than ten percent of the Town.

Chapter 61 lands of 296 acres in agriculture, forest or recreational use are registered for reduced tax assessment. At such time that the land is sold the Town has first right of refusal to purchase. The drawback is that the Town is allowed 120 days to exercise its option, which is frequently not enough time for a Town to obtain consensus and execute a purchase and sales agreement. This land, if not purchased by the Town, can then be developed for uses permitted in the zoning bylaw after payment of back taxes for up to ten years that were reduced as a result of the program. Many towns have purchased Chapter 61 lands for public facilities or open space.

Demographic Factors Affecting Land Use

Demographics help to characterize a community. This information is useful in the comparison and analysis of known past, and forecast future conditions that will affect a community. Demographic data, provided by the US Census, State Board of Housing and Economic Development and from local sources goes into a level of detail much beyond raw population numbers and it mostly concerns household characteristics. Therefore, a more detailed look into Boylston's demographic information is provided in the housing chapter of this Comprehensive Plan. For the purposes of land use and the buildout analysis, it is only necessary to ascertain a few certain statistics.

Population

Total population is an important piece of demographic data that is pertinent to land use. Population growth over time allows forecasters to project future population growth. This information will give a clue as to the rate land use changes can be expected to occur and also give an indication as to how quickly the community may be approaching buildout. For the Town of Boylston, there exist two sources of population data, both of which are provided on the table below and discussed thereafter.

| Population Trend and Projection | | | | |
|---------------------------------|--------------------|----------------------------------|--------------------------|-----------------------|
| Year | Population | % Change @ Rate per Decade | M.I.S.E.R. Projection | % Change Projected |
| 1980 | 3,470 ¹ | --- | | |
| 1990 | 3,517 ¹ | 1.4 | 3,517 ¹ | --- |
| 1994 | 3,862 ² | 24.5 ³ | | |
| 1998 | 4,010 ² | 17.5 ³ | | |
| 2000 | 4,045 | 15 | 3,927 | 11.6 |
| 2010 | 4,651 | 15 | 4,006 | 2.0 |

Data Sources; Boylston Town Reports, Kenneth M. Kreutziger AICP, 1990 US census and M.I.S.E.R. population projection.

The Population projection on the right was conducted by M.I.S.E.R. (Massachusetts Institute of Social and Economic Research) based on data collected from the 1990 US Census and revised in August 1999. Note that the MISER projection for the year 2010 is less than the population in the year 1998. Generally, this projection is accepted as the most reliable, but clearly it is faulty for

¹ US Census

² Town Census

³ For years between decades growth rate is calculated to that point assuming that it would be sustained for the remainder of the decade.

Boylston. The population counts, taken from town annual reports are true numbers derived from the town annual census.

Overall, there has been fairly steady population growth throughout the decade of the 90's averaging 1.75% per year from 1990 to 1998. If a 15% population increase were assumed throughout the 1990's, then the 2000 population would be 4,045. Advancing that robust rate another decade would bring the Boylston population to 4,651 persons in 2010. Such a projection assumes present conditions such as continuing prosperous times, manageable fuel costs, etc.

Age Distribution

Another demographic factor pertinent to land use is the population age distribution. This data provides a general idea of the numbers of school age, working and elderly segments of the population. This information may be useful to assess specific land use needs that may be applicable toward a specific age cohort within the total population. The chart below shows the age distribution in the Town of Boylston.

| Age Distribution of Population | | | | | | | | | | | |
|--------------------------------|-----|------|-------|-------|-------|-------|-------|-------|-------|-------|-----|
| | 0-5 | 6-11 | 12-14 | 15-18 | 19-29 | 30-39 | 40-49 | 50-59 | 60-69 | 70-79 | 80+ |
| 1990 | 271 | 231 | 151 | 204 | 494 | 692 | 574 | 373 | 270 | 201 | 56 |

Residential Building Permits

A review of building permit data from 1980 to 1999 not only shows the total amount of new development but it also gives some clues to the pace at which the community grows. The table below shows the number of building permits issued each year, from 1980 to 1999, for single-family (1-Family), two-family (2-Family), and structures for more than two households (Multi-Family).

| Building Permits Issued in Dwelling Units | | | | |
|--|----------|----------|--------------|-------|
| Calendar Year | 1-Family | 2-Family | Multi-Family | Total |
| 1980 | 28 | | | 28 |
| 1981 | 13 | | | 13 |
| 1982 | 5 | | | 5 |
| 1983 | 7 | 2 | | 9 |
| 1984 | 48 | | | 48 |
| 1985 | 16 | 4 | | 20 |
| 1986 | 20 | 6 | | 26 |
| 1987 | 16 | 4 | | 20 |
| 1988 | 23 | | | 23 |
| 1989 | 19 | | 8 | 27 |
| 80-89 Total | 195 | 16 | 8 | 219 |
| 80-89 Yearly Average | 20 | 2 | 1 | 23 |

| Calendar Year | 1-Family | 2-Family | Multi-Family | Total |
|----------------------|----------|----------|--------------|-------|
| 1990 | 21 | 2 | 8 | 31 |
| 1991 | 13 | 6 | 8 | 27 |
| 1992 | 17 | 2 | | 19 |
| 1993 | 23 | | | 23 |
| 1994 | 24 | 2 | | 26 |
| 1995 | 19 | 4 | | 23 |
| 1996 | 20 | | | 20 |
| 1997 | 24 | | | 24 |
| 1998 | 9 | | | 9 |
| 1999 | 14 | 2 | | 16 |
| 90-99 Total | 184 | 18 | 16 | 218 |
| 90-99 Yearly Average | 18 | 2 | 2 | 22 |

Massachusetts experienced a building boom in the mid to late 80's, a recession in the early 90's, and a recovery that began about 1993 and continues to expand. Even though these trends can be seen in the building statistics, the changes are very small in Boylston compared to impacts in some other suburban towns. For the two decades shown the pace of residential development has been essentially the same. There is some variation in the issuance of permits, but the rate at which new homes are sold and occupied seems to be rather constant according to local observers.

A change seems to be occurring in the early months of 2000. All of a sudden several housing subdivision proposals have come before the Planning Board. The Cheharde property came before the Board before the turn of the year with a proposal for 43 single family units after having been denied a zone change at Town Meeting for an over age 55 project earlier in 1999. In the first quarter of 2000 two other proposals for 50+ units and 8 units have come before the Planning Board. Does this portend an expanding of the market in Boylston?

Zoning Regulations

Towns in Massachusetts have generally relied on zoning provisions in their bylaw, adapted under the authority of Chapter 40A of the Massachusetts General Laws (MGL) to direct and manage growth. Boylston, like many communities, established zoning without the benefit of a comprehensive planning process to determine where particular zone districts should be located and how growth should be managed. In these cases zoning typically mirrored existing land uses, put commercial along major road frontages, and zoned the rest of the town residential.

The existing zoning bylaw was reviewed to comment on its general provisions and the extent to which the zoning bylaw promotes planning and growth management. Boylston's Zoning Bylaw is the typical early basic structure of traditional zoning that is common throughout the nation. It has several residential and non-residential zone districts. Setback, frontage and minimum lot sizes for residential uses are straightforward. Maximum height and lot space requirements guide the characteristics of all uses. The bylaw has a "Schedule of Use Regulations" matrix that is

much superior to a listing of uses whereby it is clear what uses are permitted where and what uses are allowed by "Special Permit". A zoning map has been included on the following page.

Residential Zoning

The RR, Rural Residential, district contains about 80% of all developable residential land omitting land owned by the MDC west of Route 70. It includes all the land north of Route 140 with the exception of the Heritage, H, district around the Town Common within which a local historic district (MGL c. 40C) has been established to protect historically significant buildings as viewed from the public way. Because the RR district covers such a large geographic area, it is difficult to have specific controls accommodating the various unique characteristics within the zone such as location relationships, and environmental conditions impacting septic and water supply. The GR, General Residential, district encompasses Morningdale west of Main Street, while the R, Residential, district is east of Main Street extending to include Sewell Street and north to Route 140.

The purpose of the WP, Watershed Protection, district is to allow for low-density uses, which serve the needs of the Town, but protects against any potential negative impact upon the aquifer recharge conditions and quality of the Town's water supply. It allows wholesale warehouse, office, building trade supply facilities and residential uses with additional environmental controls. To date the zone has been used to site commercial uses along Route 140 in or near the Zone II areas for the Town wells.

The Attorney General disapproved a WH, Wellhead Protection, overlay district established to include all Zone II recharge areas for the Town wells passed at the fall 1999 Special Town Meeting, because advertising requirements for the public hearing did not comply with state law. The same provision is scheduled to be before the Town at the spring 2000 Annual Town Meeting.

Residential Zoning Characteristics

| District | Minimum Area | Minimum Frontage | Front Setback | Side Setback | Rear Setback | Lot Width | Lot Depth |
|----------|--------------|------------------|---------------|--------------|--------------|-----------|-----------|
| RR | 40,000 | 200 | 25 | 20 | 20 | 200 | 200 |
| R | 30,000 | 150 | 25 | 20 | 20 | 150 | 200 |
| GR | 15,000 | 100 | 25 | 20 | 20 | 100 | 150 |
| H | 25,000 | 125 | 25 | 20 | 20 | 125 | 200 |
| WP | 40,000 | 200 | 25 | 20 | 20 | 200 | 200 |

For all districts no building shall cover more than 30% of the lot and at least 25% of the lot shall be left as natural open space or landscaped. The height limit for all residential districts is 35 feet except for utilities and church steeples.

The characteristics in the zone districts described above are a proven method to ensure that considerable light, air and green space will exist in areas of new residential development. These

Zoning Districts

Boylston, MA



Zoning Districts

WP Watershed Protection

HD Heritage

VB Village Business

HB Highway Business

IP Industrial Park

I Industrial

C Commercial

R Residential

GR General Residential

RR Rural Residential

Wetlands

Water bodies

Closure Line

Stream

Intermittent Stream

Boylston Comprehensive Plan

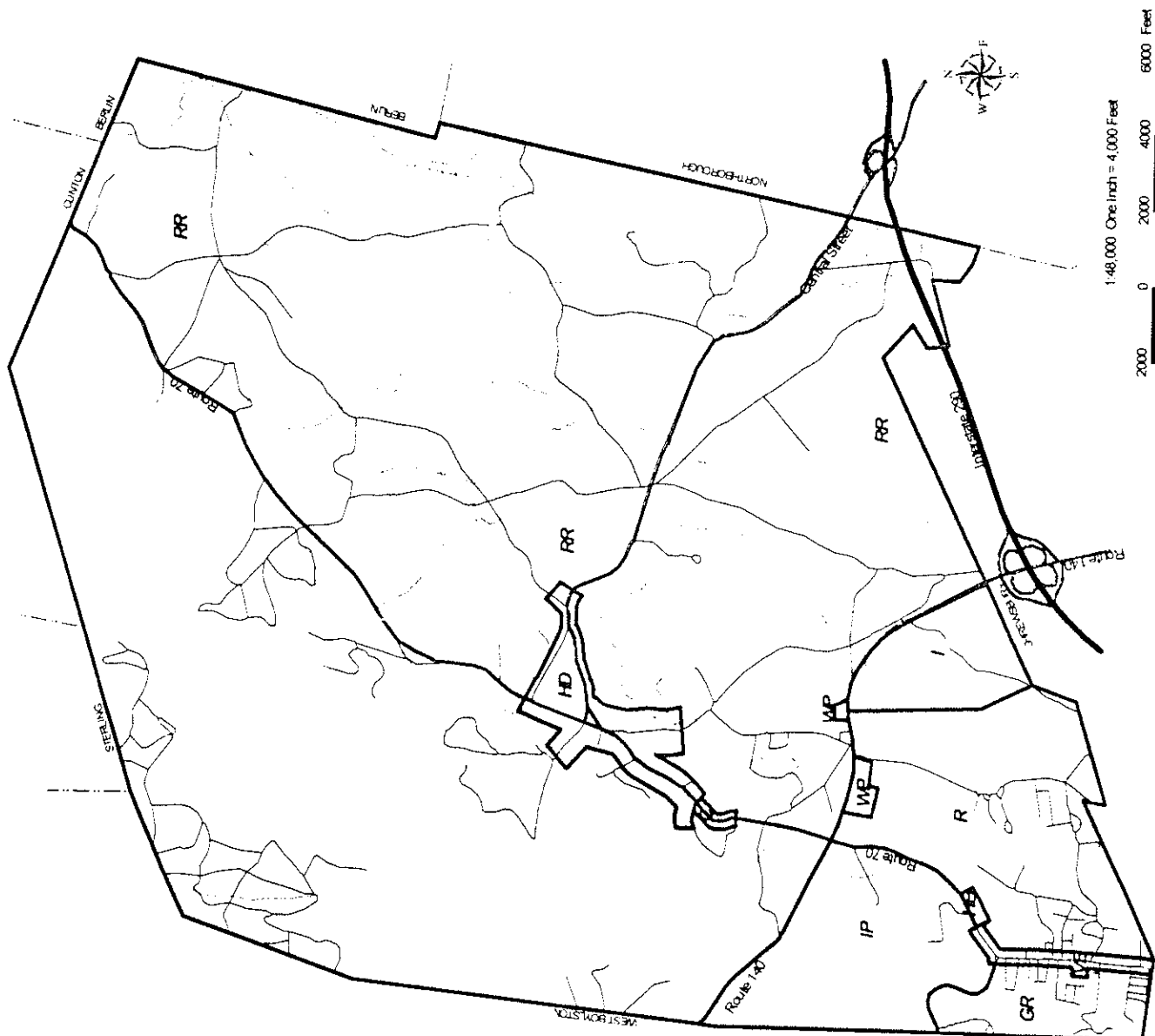
Kenneth M. Kreutziger, AICP

Planning Zoning and Urban Design
14 Tower Road Lexington, MA 02421

781-862-5542

Source Data Provided by MassGIS
Zoning Updates generated by CMRPG GIS Staff
Reference System: StatePlane
Datum: NAD83
Units: Meters

10/1/2009 10:00 AM 10/1/2009 10:00 AM 10/1/2009 10:00 AM



characteristics also lay the pattern that is considered fair use of property rights and what the general citizenry have come to expect with single-family residential development. However, residential development along these guidelines is responsible for the pattern known as suburban sprawl, where many square miles of a community are dedicated toward regular spaced housing that often reflects little of the previous local character. The sprawl pattern is also responsible for lengthy drive time to work and greater costs to the community to provide services to homes spread across the countryside.

For typical single-family residential development, it is unlikely that these requirements can or will change drastically in the near future. However it is possible for the community to direct and encourage new residential growth in creative ways that can encourage the protection of rural character and provide homes with the desired spacious feel of more traditional zoning.

In addition the state statute, MGL c. 41 s. 81P of the Subdivision Control Act, essentially allows for the endorsement of a subdivision of land without Planning Board review and approval if the lots created are on an existing way and meet the minimum dimensional requirements of the zoning bylaw. Approval Not Required, ANR lot development is within the rights of the landholder. This practice eventually leads to a situation where all roads in the community are lined with homes and much of the backlands behind those homes remain undeveloped. This condition serves to eliminate rural character long before the community is near its full buildout potential. ANR lots also have the potential to land-lock backlands out of future development or access.

Many roadways in Town are described locally as winding, hilly country roads. Numerous driveways from ANR lots pose a potential public safety threat. Current levels of use on many roads are already considered to be high and the numerous access points of ANR lot driveways will also complicate efforts to upgrade these roads as future traffic demands increase.

Commercial and Industrial Zoning

Non-residential zones are located along Route 140 and to the south along Route 70. One small commercial zone area exists along Route 70 just south of the Heritage district, and it could be relocated to the north side of Route 140 where commercial uses now exist. A small HB, Highway Business, district exists opposite the entrance to Hillside.

The I, Industrial, district is located at the Shrewsbury town line near the I-290 interchange 25, on the south side of Route 140. There is opportunity to develop a large area for warehousing, light manufacturing and offices at this location integrated with commercial services under a future planned commercial development provision. An IP, Industrial Park, district exists west of Route 70, between Route 140 on the north and Paul Tivnan Road to the south that includes the Hillside Property.

A VB, Village Business, district extends along both sides of Route 70 from the power line at Hillside south to the Shrewsbury town line. The purpose of this district is to provide small-scale retail and personal service uses for the convenience of those residing in the neighboring area.

Consideration should be given to define a couple of clusters for neighborhood services and to rezone the other sections to residential use. Car dealerships are allowed in this zone, which are not in line with either the purpose of the district or the general character of the neighborhood. Recent expansion of the dealership further intruded into the neighborhood with the expansion of adverse impacts. In addition, not even street trees or other landscaping along the roadway was provided to address some of these impacts. A provision to require site plan approval for all commercial and industrial uses passed at the last Town Meeting; and, along with future design guidelines and close diligence of the Planning Board should help remedy such unfortunate occurrences in the future.

Commercial and industrial zoning dimensional requirements vary for different uses within the same zone district. The lot sizes, frontage and minimum set backs are also different for the various uses. Bylaw provisions across the variety of zone districts basically assumes that everyone drives to the establishment and that they will drive to the next stop, even if it were next door. There is no attempt to create a walking district, even for the Village Business district.

Considerations for Future Zoning

The problem becomes how to move from this established pattern of zoning, with vested interests that individuals feel comfortable with to modifications that will help the Town achieve its vision and manage future growth. There are several growth management zoning provisions that rural towns or towns desirous of protecting their rural character have recently been exploring to add to their bylaw. They include:

- Water supply/aquifer/wetland protection.
- Site plan review for large projects and non-residential uses.
- Growth phasing.
- Design standards.
- Open space residential development (cluster).
- Back lot/interior lot provisions.
- Village center/downtown incentives.
- Scenic roadway protection.
- Agricultural protection.

Other types of growth management measures being considered include:

- Neo-traditional design.
- Historic preservation districts.
- Earth removal bylaws.
- Supplemental board of health environmental regulations.
- Non-zoning sewer/water supply bylaws.

More sophisticated techniques also being considered for addition to the zoning bylaw include:

- Mixed-use zone provisions.
- Transfer of development rights.
- Landscaping regulations for building sites, parking lots, and buffers between uses.

-
- Design Review Board.
 - Impact fees.
 - Adequate public facilities bylaw.

Future Land Use

Buildout Analysis for Residential

The buildout analysis began with the data of the 1985 MacConnell land use data for Boylston that is the MassGIS statewide 1:25,000 land use datalayer. The following lands were omitted as potentially developable in the future for residential use.

- Lands developed prior to 1985.
- Lands built on between 1985 and 1999 as recorded by Planning Board members.
- Lands permanently preserved as conservation land including all parcels owned by MDC.
- Wetlands and floodplain.
- Town owned property.
- Land zoned industrial, industrial park, highway business, and commercial.

The Zoning Bylaw requires 40,000 square foot lots in the rural residential (RR) district. An amount needs to be allocated for roads, irregular lot shape, steep slope, wetlands, etc. Typically a factor of 10-15% is used.

40,000 net square foot lot + 10% (4,000) = 44,000 s.f. /lot gross area

40,000 net square foot lot + 15% (6,000) = 46,000 s.f. /lot gross area.

The total area calculated for residential development is 3,062 acres. Using a 10% net to gross assumption indicates a potential lot yield of 3,031 lots. Using a 15% net to gross assumption indicates a potential lot yield of 2,900 lots. Say a potential yield of 3000 new dwelling units.

In order to calculate the number of years to buildout, some assumption of the rate of development needs to be made. New residential building permits for the years 1990-1998 were 189, which is an average of 21 units per year. The total units in Boylston in 1998 were 1551 dwelling units (1362 at the 1990 census plus 189). Assuming an average building pace of 21 units per year, then buildout would occur in 143 years or in the year 2141.

The additional potential population at buildout is calculated by using the 1990 census household size for Boylston of 2.85 persons. The resultant added population is 8,550 persons. The 1998 town census counted 4,010 persons. Adding the 1998 population and the potential added persons at buildout yields a total population of 12,560. The potential number of school children generated for the various school levels is shown below. Factors for generation at each education level are documented in Chapter VII, Services and Facilities, within the section on schools.

Buildout Impacts

| Buildout Impact Factor | Buildout @ year 2141 |
|-------------------------------------|----------------------|
| Added Population | 8,500 |
| New Dwelling Units | 3,000 |
| Additional School Children | 2,133 |
| K-6 | 1,497 |
| 7-8 | 212 |
| 9-12 | 424 |
| New Elementary Schools @ 400 (3.74) | 4 |

Land Use and Economic Development Workshop

A land use and economic development workshop, with the general public, was conducted on May 19, 1998. After a general presentation and discussion of town wide land use relationships, the following questions on land use were discussed with the following consensus developed.

What impacts or constraints should the presence of the "major recharge areas" have on development?

- Constraints on activities are needed to handle the following environmental degradation concerns:
 - Automobile (salt, oil, etc.)
 - Salt shed contamination.
 - Sewage
 - Runoff from construction
 - Locations of development need to be selected based on natural water sites
- How will sensitive conditions be monitored? Will the water department do it?
- Volume/rate of runoff from large parking lots and buildings needs to be adequately designed for and checked in the review process for construction plans.
- Are the gas stations on Route 140 environmentally OK? Who is monitoring?

What development constraints should be placed on the 150-acre tract or other undeveloped parcels along the Route 140 corridor?

- Avoid Holden-like situation on Route 122 where the capacity of the road is compromised and the visual character is substantially degraded.
- Commercial areas should be restricted as to type of business in order to maintain integrity to the area and preserve a high yield in the one area in Town for potential commercial use and its contribution to the tax base.

What are the issues and impacts associated with property use for over age 55 senior/retirement housing?

- Understand children would be restricted to the extent that one resident has to be over 55 years old.
- Lack of children presents less impact on schools than single family residential.
- Increase in tax revenue over costs is expected.

-
- Could there be townhouses? Boylston is limited in this type of housing or other types of units beside single-family homes.
 - Important to do it tastefully.
 - The units should ideally be a mixture of costs - moderate to expensive.
 - Will the demographics change due to an older age group? – Not unless the number of units is extremely great to offset younger families moving into the new larger houses being built. It appears now the population is becoming younger.
 - Preference should be given to residents of Boylston.

Potential Negative Impacts:

- Increase in traffic at Colonial Drive and Route 140.
- Increase need of services - fire, ambulance, police, 911, etc.
- Possible private, gated community is seen as a negative for town.
- Who maintains roads?
- If this developer doesn't do this project, a less caring bigger developer could do a lesser quality job.
- No present provisions to assure some moderate priced or affordable housing.

Potential Positive Impacts:

- Positive use of land providing diversity in housing available in the Town, particularly for seniors.
- Could preserve some green space not otherwise reserved for common open space.
- A plus for business on Route 140.
- Could provide skilled volunteers to the Town.
- Very few school children.
- Potential high value generating taxes revenue over costs.

Proposals and Recommendations

II-1. Create New Residential Zone Districts

The Rural Residential district covers about 80% of the residential area of the Town. This large area of Town covers a wide variety of conditions where one zone district cannot specifically address the unique characteristics of the sub areas. There is a good deal of diversity in soil types, location relative to adequate roads, and availability of other public services. To better tailor regulatory requirements to the environmental needs and physical character of smaller neighborhood areas in the Town, at least one or two additional zone districts are needed.

II-2. Phased Development Bylaw Provision

The purpose of a Phased Development provision is to limit the number of building permits issued for new housing units each year. Such laws typically apply only to new residential permits, since residential development generally has the greatest negative fiscal impacts. Phased development bylaws take a variety of approaches: some bylaws merely set a limit on the number of building permits issued on an annual basis (building permit cap), while others take more sophisticated approaches that offer incentives for developers that provide benefits to the host

community. The rationale and stated purpose for phased development bylaws should be the need to provide infrastructure and services to the new development.

II-3. ANR Design Guidelines

Establish design standards for ANR lots and other lots fronting on existing roads such as the house set back further from the road and preservation of important features including stone walls, fences, and significant trees. Common driveways can not only minimize curb cuts, but also further reduce alterations to the landscape. Even though the Planning Board must approve the project, they may encourage and condition it in a manner that accommodates the existing terrain and preserves the natural resources of the lot.

II-4. Open Space Residential Zoning Provisions

It is recommended that a bonus system be established according to state enabling legislation where bonuses may be allowed by special permit for a specific purpose such as gaining additional open space, recreation facilities, or providing moderate income housing.

II-5. Promote Open Space Residential Provision Use

Encourage development in the Rural Residential zone district to use these provisions through reduced fees and to provide open spaces useable for park, recreation, conservation or agricultural purposes for resident use or as part of the town's program depending on its location and appropriateness.

II-6. Rural Open Space

Maintain the maximum amount of open space in the northern and eastern part of Town by such measures as land acquisition and open space residential developments.

II-7. Rural Design Standards

Maintain the rural character of the Town by increasing setbacks in rural areas, adopting standards for rural roads, acquiring open space, providing landscaping buffers along rural roadways, and protecting views, hilltops, and trees.

II-8. Planned Commercial and Industrial Development

In business and industrial zone districts encourage the use of Planned Commercial and Industrial Development provisions using site plan review for large areas whenever possible through reduced fees and other incentives.

Chapter III
HOUSING

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HOUSING

Introduction

The Housing chapter documents the existing housing stock and assesses housing trends in Boylston. By comparing what housing is available in town with recent changes in the characteristics of the population in Boylston, it is possible to foretell future housing needs from the trends observed. Unless otherwise noted, 1990 was used as the reference point for data and comparisons in this housing assessment for the Comprehensive plan because most of the data is only available through the 1990 U.S. Census of Population and Housing.

Definitions of words used in various housing discussions may have different meanings in a general discussion than as used in specific state or federal legislation. Frequently people in a community discussion are not able to communicate effectively because they hold a different understanding of words used. In order to understand one another a few key words and terms as used in this housing element of the Comprehensive Plan are defined:

Affordable - The definition of affordable is derived from its use in the US Census. Housing is affordable when the specified selected housing costs for either ownership or rental is less than 30% of the household's income, whatever that might be. Even an upper income person can be committed to housing costs beyond the 30% benchmark. The less a household makes the more likely their housing costs will exceed the benchmark. Since the Boston metropolitan area is one of the most expensive housing markets in the country, there are a higher percentage of households beyond the benchmark because average wages have not kept pace with rising housing costs. The objective of a subsidy in housing programs is typically to bring the housing cost of a household down to an affordable situation whereby they are spending only 30% of their income for housing.

Subsidized - The government payment of rent or mortgage, depending on the program, in order that the household's outlay for housing is not greater than 30%. Housing units must meet established housing quality standards and there are maximum rents for different sizes of units to accommodate the number in a household.

Low Income and Moderate Income - The most used definition and that generally referred to unless otherwise noted is promulgated by HUD (federal department of Housing and Urban Development). The median income of the metropolitan area is assumed to support a family of four. The fiscal year 2000 median income for the Worcester MSA (Metropolitan Statistical Area) is \$54,400 as calculated by the Regional Economist, Boston Office, U.S. Department of Housing and Urban Development.

| | |
|-----------------|---|
| Low Income | - below 50% of Worcester MSA median income. |
| Moderate Income | - 50 to 80% of Worcester MSA median income. |

The income eligibility requirements for a family in various state and federal programs for low and moderate-income housing vary and adjustments are made for the number in the household.

Assisted Living - This housing concept offers a supportive residential setting that maximizes the ability of elders to live independently by including various levels of housekeeping, personal care and meal services. It forestalls and reduces the need for costly nursing home or institutionalization.

Congregate Housing - Residents of congregate housing share some living space, such as a dining room, but also have privacy, usually at least their own bedroom. Physical arrangements of these facilities can vary greatly. For instance, in a three or four bedroom congregate apartment, residents share bathrooms, living room, and kitchen and meal preparation. In another situation, each resident could have an efficiency apartment with a half bathroom and kitchenette and share one meal a day in a central dining room. It works best for those who don't want to live alone or can't live alone without some supervision. Successful congregate residents have an ability to get along with others. Congregate living offers the social support of other residents and the assistance of a coordinator who facilitates group interaction and arranges services such as housekeeping, transportation, and meals. Congregate housing is not a nursing home or a medical care facility and doesn't offer continuous supervision of residents.

Cooperative Housing - Cooperative housing is a form of corporate ownership. Individual buyers receive shares in a corporation that owns the development. The number of shares is proportional to the value of the apartment. Each shareholder pays a pro rata portion of the development's operating costs, real estate taxes, and mortgage payments. Cooperatives offer the income tax benefits of home ownership, and a number of financial advantages over condominiums due to its larger single entity.

There are four major parts to this chapter. First, the existing housing characteristics are recorded looking at the number and type of dwellings and whether they are owner-occupied or rental. Secondly, comparing the cost of housing with residents' household income, and looking at the supply and demand for both rental and owner-occupied housing assesses the affordability of homes in Boylston. Next, Boylston's future needs are identified. Finally, strategies are suggested to address the needs of its existing and future population while enhancing the town's character.

Boylston's Existing Housing

The tables below summarize current characteristics of Boylston's housing supply. In 1990 83% of the units were owner occupied and only 17% rental. The Town is primarily a single-family detached suburb with 83% of housing single units. Ten percent of the units are in the 2-4 unit category with most of those being duplexes. The largest percentage of units built in any decade was in the 1970's, 25%.

Housing Units (1990 US Census)

| | <u>Units</u> | <u>%</u> |
|--|--------------|------------|
| Total Units | 1,362 | |
| Total Occupied | 1,330 | |
| Owner Occupied | 1,100 | 82.7 |
| Renter Occupied | 230 | 17.3 |
| Total Vacant | 32 | |
| For Sale | 6 | 18.8 |
| For Rent | 9 | 28.1 |
| Other Vacant | 17 | 53.1 |
| Owner Vacancy Rate | | 0.5 |
| Rental Vacancy Rate | | 3.8 |
| Median Value (Owner occupied) | | \$157,000* |
| Median Contract Rent (Renter occupied) | | \$572 |

*Value: Value is the Census respondent's estimate of how much the property, including lot, would sell for if it were for sale.

Type of Structure (1990 US Census)

| | <u>Units</u> | <u>%</u> |
|-----------------|--------------|----------|
| Single Unit | 1,134 | 83.3 |
| 2-4 Units | 138 | 10.1 |
| 5 or More Units | 77 | 5.7 |
| Other | 13 | 1.0 |

Year Structure Built (1990 US Census)

| | <u>Units</u> | <u>%</u> |
|-----------------|--------------|----------|
| 1989-March 1990 | 35 | 2.6 |
| 1980-1988 | 181 | 13.3 |
| 1970-1979 | 343 | 25.2 |
| 1960-1969 | 201 | 14.8 |
| 1950-1959 | 252 | 18.5 |
| 1940-1949 | 78 | 5.7 |
| 1939 or earlier | 272 | 20.0 |

Home Sales (*Banker & Tradesman*)

| | <u>Number</u> | <u>% Change</u> |
|------|---------------|-----------------|
| 1990 | 58 | -20.5 |
| 1991 | 70 | 20.7 |
| 1992 | 65 | -7.1 |
| 1993 | 93 | 43.1 |
| 1994 | 64 | -31.2 |
| 1995 | 53 | -17.2 |
| 1996 | 83 | 56.6 |
| 1997 | 87 | 4.8 |
| 1998 | 102 | 17.2 |
| 1999 | 105 | 2.9 |

Median Sales Price (*Banker & Tradesman*)

| | <u>Price</u> | <u>% Change</u> |
|------|--------------|-----------------|
| 1990 | 150,000 | 12.0 |
| 1991 | 145,000 | -3.3 |
| 1992 | 118,000 | -18.6 |
| 1993 | 120,000 | 1.7 |
| 1994 | 128,000 | 6.7 |
| 1995 | 135,000 | 5.5 |
| 1996 | 97,000 | -28.1 |
| 1997 | 127,000 | 30.9 |
| 1998 | 125,000 | -1.6 |
| 1999 | 150,000 | 20.0 |

Residential Building Permits (*US Census 1994 and Boylston*)
(New Construction)

| | <u>Single Family</u> | <u>Multi Family</u> |
|------|--------------------------|-------------------------|
| 1990 | 21 | 10 |
| 1991 | 13 | 6 |
| 1992 | 17 | 2 |
| 1993 | 23 | 0 |
| 1994 | 24 | 2 |
| 1995 | 19 | 4 |
| 1996 | 20 | 0 |
| 1997 | 24 | 0 |
| 1998 | 9 | 0 |
| 1999 | 14 | 2 |

Subsidized Housing Units (DHCD 1997)

| | |
|-------------------------------|-------|
| Chapter 40B Units | 24 |
| 1990 Year-Round Housing Units | 1,356 |
| % Subsidized 1990 Base | 1.77 |

Subsidized Housing Units: The number of housing units that count toward the municipality's 10% goal for low- and moderate-income housing. It includes both subsidized affordable units and market rate units in certain eligible subsidized developments.

Public Housing Units (DHCD 1997)

| | |
|----------------------|---|
| Conventional State | 0 |
| Conventional Federal | 0 |

Rental Assistance

| | |
|---------------------|---|
| State (MRVP) | 0 |
| Federal (Section 8) | 2 |

MRVP - Massachusetts Rental Voucher Program

Analysis

Housing Market and Vacancy Rates

Looking at vacancy rates can roughly assess the general availability of housing. The desirable minimum vacancy rate at any one time to create a "fluid" housing market is 2.5% for all homeowner units and 5% for all rental units. The 1990 Census data above shows an owner vacancy rate of 0.5% and a rental vacancy rate of 3.8%. Boylston owner vacancy rates indicate that there is not a sufficiently fluid housing market for homeowners or the rental market.

Percent of Households That Spend More than 30% for Housing

Excessive housing cost as a percentage of household income is generally considered to exist when a household spends more than 30% of its total income for housing. The following table shows the number of people in Boylston who pay more than 30% of their household income for housing.

Housing Costs as % Income by Age of Householder

| | Total Households Computed | Housing Costs >30% Income | |
|---------------------------------|---------------------------------|------------------------------|--------|
| | | Number | %Total |
| <u>Householder Ages 15-64</u> | | | |
| Homeowner | 670 | 174 | 26.0 |
| Renter | <u>190</u> | <u>17</u> | 8.9 |
| Total | 860 | 191 | 22.2 |
| <u>Householder Ages 65+</u> | | | |
| Homeowner | 199 | 40 | 20.1 |
| Renter | <u>25</u> | <u>7</u> | 28.0 |
| Total | 224 | 47 | 21.0 |
| <u>All Households</u> | | | |
| Homeowner | 869 | 214 | 24.6 |
| Renter | <u>215</u> | <u>24</u> | 11.2 |
| Total | 1084 | 238 | 22.0 |

* Total Households Computed. Does not include all households.

Source: 1990 US Census of Population & Housing, STF3A, Tables H51 and H60.

In all, 238 households in Boylston (22.0%) paid 30% or more of their household income towards selected housing costs. One fifth of all elderly households paid 30% or over with more than one quarter of elderly renters paying excessive housing costs.

The data compiled below for housing costs in Boylston as a percentage of household income is given for different income ranges. Of course, the lower the household income, the more likely the household pays a larger portion of its income to housing expenses. Homeowners seemed to have a harder time than renters do. However, very low income (under \$10,000) all homeowners and renters spent greater than 30% of their income on housing. Over 50% of the homeowner households in Boylston have over a \$50,000 income and nearly 18% of them are spending more than 30% of their income on housing.

Housing Costs >30% Income by Homeowner & Renter Households

| | Total * | Housing Costs >30% Income | |
|-------------------------------|-------------------|------------------------------|----------------|
| | <u>Households</u> | <u>Number</u> | <u>% Total</u> |
| Homeowner Households** | | | |
| Less than \$10,000 | 41 | 41 | 100.0 |
| \$10,000-19,999 | 101 | 23 | 22.8 |
| \$20,000-34,999 | 146 | 32 | 21.9 |
| \$35,000-49,999 | 135 | 44 | 32.6 |
| \$50,000 or more | 446 | 74 | 16.6 |
| Total | 869 | 214 | 24.6 |
| Renter Households*** | | | |
| Less than \$10,000 | 7 | 7 | 100.0 |
| \$10,000-19,999 | 19 | 10 | 52.6 |
| \$20,000-34,999 | 64 | 4 | 6.3 |
| \$35,000-49,999 | 38 | 3 | 7.9 |
| \$50,000 or more | 87 | 0 | 0.0 |
| Total | 215 | 24 | 11.2 |
| Total Households | | | |
| Less than \$10,000 | 48 | 48 | 100.0 |
| \$10,000-19,999 | 120 | 33 | 27.5 |
| \$20,000-34,999 | 210 | 36 | 17.1 |
| \$35,000-49,999 | 173 | 47 | 27.2 |
| \$50,000 or more | 533 | 74 | 13.9 |
| Total | 1084 | 238 | 22.0 |

* Total Households Computed. Does not include all households.

** Selected monthly owners costs as a percentage of household income in 1989.

***Gross Rent as percentage of households income in 1989.

Source: 1990 U.S. Census of Population and Housing, STF3A, Tables H50 and H59.

Subsidized Housing Units

The Department of Housing and Community Development (DHCD) maintains the official Subsidized Housing Inventory. This inventory contains the percentages of low or moderate income housing for purposes of Massachusetts General Laws Chapter 40B, Section 20-23 (also known as the Comprehensive Permit Law or Chapter 774 of the Acts of 1969). Chapter 40B permits a housing agency or developer to obtain a single, comprehensive permit for the

construction of subsidized low or moderate income housing. Further, if a community in which less than 10% of its total year-round housing stock is low or moderate income housing denies a comprehensive permit application, or imposes conditions that make a project uneconomic, the developer may appeal to the state Housing Appeals Committee. Under 760 CMR 31.04, DHCD is responsible for maintaining this Subsidized Housing Inventory for purposes of determining whether a community has met the 10% goal.

The following information is part of the latest Subsidized Housing Inventory through July 1, 1997 for Boylston:

| | |
|-------------------------------|-------|
| 1990 Year-Round Housing Units | 1,356 |
| Chapter 40B Units | 24 |
| Percent Subsidized 1990 Base | 1.77 |

The number of housing units, which count toward the municipality's 10% goal for low or moderate-income housing, is known as "Chapter 40B Units". This includes both subsidized affordable units and market-rate units in certain eligible subsidized developments. "Percent Subsidized 1990 Base" shows the municipality's progress toward the 10% goal. This percentage has been calculated by dividing the number of Chapter 40B Units by the number of "1990 Year-Round Housing Units" reported in the 1990 decennial census of the U.S. Department of Commerce, Bureau of the Census.

Data for this inventory (most recent update is July 1, 1997) was provided by DHCD, the Massachusetts Housing Finance Agency (MHFA), the U.S. Department of Housing and Urban Development, and the U.S. Farmers' Home Administration. The data in this inventory is summary data based upon a project-by-project listing maintained by DHCD. The project listing on file for Boylston follows:

**Boylston Low or Moderate Income Housing
"Chapter 40B Units"**

| <u>Program</u> | <u>Project</u> | <u>Units</u> |
|----------------|------------------|--------------|
| SFMHA 515* | Sunbanke Village | 24 |
| Total | | 24 |

* USDA Rural Development, Amherst, MA
Source: DHCD, July 1, 1997.

Elderly Households

Elderly households were divided into two broad categories; those with householders age 65 to 74 and with householders age 75 and over. These were analyzed separately and then added together to create a broad category of all households age 65 and over. Looking at the proportion between homeowners and renters in each category is also informative. The number of elderly households in Boylston and their breakdown between owners and renters is shown in the following summary table:

Elderly Householders by Homeowners and Renters by Age

| <u>Elderly Householders</u> | <u>Age 65-74</u> | | <u>Age 75+</u> | | <u>Total</u> | |
|--|------------------|----------|----------------|----------|--------------|----------|
| | <u>No.</u> | <u>%</u> | <u>No.</u> | <u>%</u> | <u>No.</u> | <u>%</u> |
| Homeowners | 130 | 88.4 | 87 | 87.9 | 217 | 88.2 |
| Renters | <u>17</u> | 11.6 | <u>12</u> | 12.1 | <u>29</u> | 11.8 |
| Total | 147 | | 99 | | 246 | |
| Percentage of the 1322 Total Households | 147 | 11.1 | 99 | 7.5 | 246 | 18.6 |

Source: 1990 US Census of Population & Housing, STF3, Table H13.

Households by Race and Hispanic Origin

There is very little racial diversity in Boylston. Boylston has 0.6 % non-white households and no one of Hispanic origin.

Boylston Householders by Race and Hispanic Origin

| <u>Race and Origin</u> | <u>Households</u> | |
|---------------------------------|-------------------|------|
| White | 1314 | |
| Black | 8 | |
| American Indian/Eskimo/Aleutian | 0 | |
| Asian or Pacific Island | 0 | |
| Other Race | 0 | |
| Percent Non-White | | 0.6% |
| Hispanic Origin * | 0 | |
| Percent Hispanic | | 0% |

* Hispanic Origin includes members of all races, including White.

Source: 1990 U.S. Census of Population & Housing, STF1, Tables P20 & P21.

Households Below Poverty Level

Analysis reveals that Boylston has 3% of its households below the poverty level.

Boylston Households Below Poverty Level

| <u>Age of Householder</u> | <u>Below Poverty Level</u> |
|----------------------------------|----------------------------|
| 15-64 | 23 |
| 65-74 | 5 |
| 75+ | <u>12</u> |
| Total | 40 |
| Percent of 1322 Total Households | 3.0% |

Source: 1990 U.S. Census of Population & Housing, STF3, Table P127.

Disabled Noninstitutionalized Persons

The last population characteristic considered was disability. The U.S. Census includes data on disabled noninstitutionalized persons, specifically people with mobility or self-care limitations. These were analyzed for two cohort groups, those ages 16 to 64 (defined as non-elderly) and those ages 65 and above (defined as elderly).

Disabled Noninstitutionalized Persons by Age

| | <u>All Persons*</u> | <u>Persons with Mobilities Or Self-Care Limitation**</u> | |
|-------------------|---------------------|--|----------------|
| | | <u>Number</u> | <u>Percent</u> |
| Persons Age 16-64 | 2,422 | 69 | 2.8% |
| Persons Age 65+ | 370 | 51 | 13.8% |

* Includes disabled and nondisabled persons in this age category.

** Self-Care Limitation: Persons were identified as having a self-care limitation if they had a health condition that lasted for 6 or more months and which made it difficult to take care of their own personal needs, such as dressing, bathing or getting around inside the home.

Source: 1990 U.S. Census of Population, STF3, Table P68.

Boylston's Future Needs**Overall Housing Need**

Throughout central Massachusetts, particularly near the I-495 corridor, growth in regional demand is driving up housing prices, while better Boston and Worcester access has created even more housing demand. These regional market forces are making housing less and less affordable for lower income, long tenure residents, especially tenants, the elderly and other households on fixed incomes.

Much private development has occurred in response to strong and rising housing demand. However, to meet future housing needs, and produce more appropriate housing types, it is important that growth management constrain appropriate development and adaptive re-use as

little as necessary. Otherwise prices for existing stock will soar even more, making the situation much worse for current families, especially all those not already owning their homes.

Even though precise data on declining affordability are unavailable, housing clearly becomes less affordable as incomes fail to keep up with housing costs. All indications are that this disparity between income and housing costs has been seriously widening. The median value of owner occupied units documented in the 1990 census was \$150,000. Asking prices for new single-family four bedroom homes in 2000 typically range between \$350,000 to \$450,000+.

Two and one-half times total household annual income has been the time-honored norm for single-family home affordability. US Census data suggest that in 1990 this ratio of median value of the single-family home to median income was around 2.86 (\$150,000/\$52,424); and, with housing prices dropping and then rising again to \$150,000 in 1999 with virtually flat incomes that ratio remains the same.

Home ownership thus would seem to be more affordable in Boylston than in many closer to Boston locations. However, as mentioned the type of new housing being built is large four bedroom homes more than double the current average sales price of homes in the past year. But since prices closer to Boston are so much higher Boylston seems like a bargain. In fact, these are the very forces bringing recent homeseekers to Boylston for whom prices closer to Boston are too high. And this, in turn, increasingly raises fears of displacement among Boylston's less advantaged residents.

It cannot be expected that public actions or the strategies proposed in the Comprehensive plan will meet every household's need for affordable housing, but they represent the best that can be achieved within the current context of housing inflation and speculation, driven by regional shortages.

Low Income Housing Needs

Like many Massachusetts towns, Boylston has only a very limited amount of subsidized housing. Most of the affordable housing in town is not subsidized but simply in stock that has been owned for a period of years, before rising prices inflated regional housing costs. Owners have been buffered from these market forces far more than tenants. Some have even added in-law or accessory apartments, expanding the local supply. As these structures that were bought years ago come on the market to be acquired at current prices, much of this lower cost housing will simply vanish.

The households with the greatest need are the low income households, those making less than \$20,000 per year and paying more than 30% of their household income for housing. Their choice for housing in Boylston is extremely limited, if it can be found at all. One measure of need is to make an assessment between the total number of subsidized housing units and the total number of households carrying an excess cost burden of paying more than 30% of their household income for housing. The numbers drop dramatically when households with incomes at or above \$20,000 are eliminated. These households represent those in most need of assistance. The statistics for Boylston are:

| <u>Households Paying Greater than 30%</u> | <u>Number</u> | <u>Proportion of the 24 Chapter 40B Units to</u> |
|---|---------------|--|
| All Households Paying > 30% | 238 | 10.1% |
| Households with Income <\$20,000 | 168 | 14.3% |

The above statistical comparison shows that Boylston has only 14% of subsidized units in town in relation to the number of households making less than \$20,000 per year and paying greater than 30% of their income for housing costs.

This is an indication that the need is not being satisfied for lower cost housing options in the town. The criteria for looking at the number of households only looks at those most in need. Factors that must be considered by the town in their judgment as to how they are meeting the need and their social responsibility are many and varied including the following:

- The existing 1.77% of affordable units in Boylston (toward the state goal of 10% in each town) is based on the number of occupied households in the 1990 Census of 1356. Through 1999, 218 building permits were issued. Since no other subsidized units were realized by the year 2000, then the percentage of subsidized units drops to 1.52%.

Proposals and Recommendations

III-1. Provide a More Diverse Supply of Housing

Amend the zoning bylaw to allow a broader range of housing uses within residential districts as part of a new "Planned Residential Development" through the granting of a Special Permit by the Planning Board. This is suggested in lieu of developing many additional zone districts and making specific small zone districts on the zoning map. More diverse housing can be allowed (or even required) in new residential developments, including housing types such as congregates, cooperatives, and other shared living units.

Some open space residential provisions only apply to single family detached units. Although such a provision provides reservation and permanent protection of open space, it does not meet the goal to expand diverse housing types or sufficiently encourage the private sector to build affordable housing. Provisions according to state enabling legislation can allow an additional unit or percentage of units that are added to the density if housing was assured in perpetuity to be affordable in order to serve critical housing needs. Other provisions can further encourage the building of smaller and/or more economical homes even if they don't qualify for affordable units under the state definition. The purpose would be to create more diverse housing for smaller families, particularly young adults and the elderly where impact on town services could be less.

Another provision in appropriate situations is to allow residential structures with more than one unit, say up to 3 or 4 dwelling units for single family attached where mass and use of materials is

like a large single-family house in scale with the neighborhood and all units have a ground floor entrance. To achieve a mix of housing types and prevent monolithic development require minimum/maximum percentages for various housing types under appropriate circumstances.

III-2. Housing for Specific Groups.

Allow the possibility of providing housing for specific segments of the population. Everyone is familiar with the provision of housing for the elderly. Massachusetts General Law Chapter 151B allows the construction of dwellings specifically reserved for residents age 55 and over. In this case an overlay district can be added to allow for this type of residential area. The purpose of such a district is to provide a senior residential development that meets the physical, emotional and social needs of citizens over the age of 55. As well as meeting the housing needs of a particular segment of the population, such a housing type can be expected to yield fewer school children and thus have less public financial impact than other more traditional housing.

III-3. Adopt an Inclusionary Housing Policy for Moderate Income Households.

The detailed Housing Policy for Moderate Income Householders would become part of this Housing element of the Comprehensive plan. The policy would apply to developers/property owners whenever there is a request for added density bonuses for any subdivision or special project approval. Under such a policy developers commit, say 10% of the units, to be controlled by the town through its Housing Coordinator or a non-profit housing entity. The rental or cost to the household could be according to a predetermined scale based on their household income. In order for the policy to attract developer applicants, the bonus for additional units must cover increased costs with additional profit expectations. The bonus structure and filing fees will require evaluation along with documentation of benefits. It is anticipated that these units would be for households of moderate income residents but the units may not qualify as Chapter 40B subsidized units.

Chapter IV

ECONOMIC DEVELOPMENT

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Color GIS Maps (34"x44") on file with the Planning Board

Boylston Route 140 Corridor: Parcel Land Use

Preliminary Hillside Accommodation Study - Fall 1995
Maps (36"x 50") on file with the Planning Board

Vegetation
Topography
Natural Characteristics
Concept A
Concept B

ECONOMIC DEVELOPMENT

Introduction

The Economic Development Chapter deals with how the Town can best take advantage of current economic conditions and potential future conditions to enhance the economic foundation of the Town. One of the basic precepts in the Comprehensive Plan is to enhance the Town as a place to live while improving its economic well being. This means controlling potential adverse impacts by actively prescribing how the Town should develop and under what conditions. It means being active and not waiting to respond to the inevitable inappropriate proposal.

Recent economic trends are cited to lay the background for a look at the Town's economic base. The characteristics of Boylston's economy are investigated looking at the sector of the economy in which residents are employed, and in which jobs exist. Next, Boylston's resources and future prospects along the Route 140 corridor are explored pointing out that, if Boylston wants to achieve the goals that it set, it will require a proactive approach. Its optimum welfare is not guaranteed; Boylston will have to work to achieve it. Finally, ideas and options for the Hillside property will be addressed covering interim uses, short-term proposals, and long-term uses. Influencing factors such as Town policy toward vacant land, taxation, land use regulations, and the organizational framework in Boylston to deal with businesses are addressed.

Economic Development Goals

After obtaining input from the Visioning Workshop in spring 1995 and from comments made by citizens at a public forum, the following economic development goals were endorsed by the Planning Board in May 1995 to provide direction for Town economic development planning.

- Expand tax base through controlled commercial development.
- Establish well-defined commercial and industrial areas in Town and enact the necessary controls to achieve aesthetic compatibility in order to preserve town character.
- Increase employment opportunities.
- Encourage the appropriate growth of small business convenience stores and retail services to meet daily needs of residents as the town matures.

Economic Base

This section presents an analysis of Boylston's economic base. Relevant employment data are evaluated. Demographic trends investigating population growth, household characteristics, age distribution, etc. are covered in other sections of the Comprehensive Plan. The following employment data looks at overall town employment, the labor resources, the growth or decline of various job sectors, and the commuting patterns of the journey to work.

Change in the 1990's

The structure of the economy in the early 1990's began a permanent change. The economic downturn that was experienced in the early 90's was more than the cyclical recession phenomenon to which everyone had become accustomed. Businesses were restructuring and reducing jobs in order to achieve higher levels of productivity due to intense international competition rather than weak demand associated with previous recession conditions.

Massachusetts was one of the first states to enter the recession in 1989 with its worst economic downturn since the Great Depression. Over 14 percent of its total jobs were lost in less than three years; the highest rate of job loss per capita in the nation.¹ Even though the rapid reduction in jobs is over and the economy is continually gaining strength, there are still some industries and companies that are reducing their workforce.

This reduction in the workforce had dramatic impacts on individuals and their families. Many had to sell their homes in order to reduce housing costs or to move to another location for a new job. The sudden glut of residential properties on the market caused a sharp reduction in general housing values. Likewise, the consolidations of businesses resulted in excess commercial, office, and industrial space, reducing the value of commercial space. Both of these factors resulted in a sudden erosion of a community's economic base and loss of tax revenue, putting many towns in severe fiscal crisis.

Boylston was not as heavily impacted as many other communities since it did not have a large high tech base for which it relied on tax revenue. There were, however, numerous individuals who were faced with job loss, but for the most part able to fairly quickly return to the work force due to their generally higher level of education. The late 90's have returned to an expanding economy and a nearly full employment situation. With the economy expanding at an increasing but steady pace Boylston needs to position itself to take advantage of the times to increase its tax base while at the same time maintaining its quality of life.

Labor Resources

The two tables below look at the basic characteristics of the towns resident labor force. The first table records what sector of the economy in which people work, and the second table identifies the types of occupations or expertise the people have in 1990. Roughly one-third of the working population was employed in the services sector, and twenty-two percent in the manufacturing sector, and twenty percent in wholesale and retail trade. Two percent of the population was employed in agricultural activities. Looking at the types of occupations, eighty percent of the residents are white-collar workers in managerial, professional, technical, sales or administrative support. Almost fifteen percent of residents were in the blue-collar occupations of precision production, operators, fabricators and laborers.

¹ Commonwealth of Massachusetts, "Choosing to Compete", Revised May 1993, p.7.

Industry Groups Where Residents Work
(Employed persons 16 years and over)

| | <u>Residents</u> | <u>Percent</u> |
|----------------------------------|------------------|----------------|
| Agriculture | 35 | 1.9 |
| Mining | 0 | 0.0 |
| Construction | 85 | 4.6 |
| Manufacturing | 408 | 22.2 |
| Transportation & Communication | 103 | 5.6 |
| Wholesale & Retail Trade | 383 | 20.8 |
| Finance, Insurance & Real Estate | 136 | 7.4 |
| Government | 63 | 3.4 |
| Services | <u>628</u> | <u>34.1</u> |
| Total | 1,841 | 100.0 |

Source: 1990 US Census, STF3B, P77.

Occupation Groups of Residents
(Employed persons 16 years and over)

| | <u>Persons</u> | <u>Percent</u> |
|--|----------------|----------------|
| Managerial & professional specialty | 852 | 46.3 |
| Technical, sales, & administrative support | 619 | 33.6 |
| Service | 82 | 4.5 |
| Farming, forestry, & fishing | 33 | 1.8 |
| Precision production, craft, and repair | 162 | 8.8 |
| Operators, fabricators, and laborers | <u>93</u> | <u>5.0</u> |
| Totals | 1,841 | 100.0 |

Source: 1990 US Census, STF3B, P78.

Labor Force Employment

The attributes and character of the region's labor force dictate in many ways the kind of regional economy that is possible. A critical input to most business location decisions is the quality and quantity of the labor supply. The total Boylston labor supply may seem limited at first glance since there were only 58 persons unemployed in December 1997 with an unemployment rate of 2.9%. However, a company locating in Boylston can capitalize on the substantial regional labor force situated within commuting distance.

The table below shows the employment and unemployment of the Boylston labor force for recent fluctuations of the Massachusetts economy. In 1983, the moderately high unemployment rate for Boylston residents began to decline as the boom years of the 80's took hold to a low of 2.0% in 1987. The rate began to rise as the recession and business realignment of the early 90's became established. Peak unemployment for Boylston residents occurred in 1991 at 10.5% when 206

residents were unemployed. As business began to pick up after major company realignments, the unemployment rate dropped to an average of 4.9% for the year of 1995. The latest available figures for 1999 shows a low unemployment rate of 3.2% in Boylston.

Labor Force: Employment and Unemployment in Boylston

| | 1983 | 1987 | 1991 | 1995 | 1999 |
|-------------------|-------|-------|-------|-------|-------|
| Total Labor Force | 1,936 | 2,068 | 1,960 | 2,008 | 2,125 |
| Employment | 1,835 | 2,028 | 1,754 | 1,910 | 2,056 |
| Unemployment | 102 | 41 | 206 | 98 | 69 |
| Unemployment Rate | 5.3% | 2.0% | 10.5% | 4.9% | 3.2% |
| Statewide Rate | 6.9% | 3.2% | 9.1% | 5.4% | 3.2% |

Source: Commonwealth of Massachusetts, Division of Employment & Training (Local Area Unemp Statistics)

Employment Resources

This section looks at the types of jobs there are in Boylston. The table shows what sector of the economy the jobs are located. The largest employment sector in town continues to be the trade sector where nearly 45% of the jobs are located. Other types of jobs include nearly twenty percent in government and fourteen percent in services. Since 1985 the number of government sector jobs has been cut in half.

Average Annual Employment by Place of Work: Jobs in Boylston

| Employment Sector | 1985 | | 1989 | | 1995 | | 1998 | |
|-------------------|---------|----|---------|----|---------|----|---------|----|
| | Persons | % | Persons | % | Persons | % | Persons | % |
| Agriculture | conf | - | 56 | 4 | 4 | - | 7 | 1 |
| Mining | 0 | - | 0 | - | 0 | - | 0 | - |
| Construction | 52 | 4 | 66 | 4 | 57 | 6 | 78 | 6 |
| Manufacturing | 175 | 12 | conf | - | 77 | 8 | 86 | 7 |
| TCPU | conf | - | conf | - | 50 | 5 | 66 | 5 |
| Trade | 574 | 41 | 581 | 39 | 474 | 47 | 641 | 49 |
| FIRE | 6 | - | 9 | 1 | 19 | 2 | 16 | 1 |
| Government | 406 | 29 | 367 | 25 | 213 | 21 | 207 | 16 |
| Services | conf | - | 231 | 16 | 124 | 12 | 188 | 14 |
| Total | 1,412 | | 1,478 | | 1,018 | | 1,289 | |
| | | | | | | | | |
| Labor Force | 1,973 | | 2,169 | | 1,913 | | 2,125 | |
| Jobs/Labor Force | 0.716 | | 0.681 | | 0.532 | | 0.607 | |

TCPU - Transportation, Communication and Public Utilities
 Trade - Wholesale and Retail Trade
 FIRE - Finance, Insurance, and Real Estate
 conf - data suppressed due to confidentiality

| | <u>1985</u> | <u>1989</u> | <u>1995</u> | <u>1998</u> |
|-------------------------------|-------------|-------------|-------------|-------------|
| Total Annual Payroll (\$,000) | 22,552 | 33,291 | 25,494 | 37,270 |
| Average Annual Wage (\$) | 15,971 | 22,525 | 25,044 | 28,914 |
| Number of Establishments | 75 | 101 | 88 | 101 |

Source: Commonwealth of Massachusetts, Division of Employment & Training (ES-202 Series)

The jobs to labor force ratio of 0.607 means that there are 0.607 jobs in Boylston to the number of people in the labor force who live in Boylston. Even if residents held all the jobs in Boylston, 40% of the people would need to travel to jobs in other towns. In fact, in 1990, 285 residents worked in Boylston out of a total of 1,389 jobs in the town, meaning that residents held 20% of the jobs in town. Residents held one out of every five jobs in town.

Journey to Work

The 1990 data below shows where residents of Boylston work, how they get to work, and how long it takes them to get to work. The table below shows that 16% of the resident work force works in Boylston. Thirty-six percent travel to Worcester, the central city in Boylston's metropolitan statistical area (MSA). Another 38% worked in the remainder of the Worcester MSA, which includes the 16% that work in Boylston. Those that worked in another MSA were 25%. In the next table, of the 95% who drove to work, 92% drove alone. This is endemic to a suburban community where busy schedules and scattered destination points prevail. There is little incentive to car pool. A great majority of Boylston's residents got to work in less than half an hour (79%); another 14% took up to one hour; and, 4% took greater than one hour. Three percent worked at home.

| Place of Work (Workers 16 years and over) | <u>Persons</u> | <u>Percent</u> |
|--|--------------------|--------------------|
| Worked in Boylston | 285 | 16 |
| Worked outside Boylston | <u>1,504</u> | <u>84</u> |
| Total | 1,789 | 100 |
| Living in an MSA/PMSA: | <u>Persons</u> | <u>Percent</u> |
| Worked in MSA/PMSA of residence: | | |
| Central city | 649 | 36 |
| Remainder of this MSA/PMSA | 685 | 38 |
| Worked outside MSA/PMSA of residence: | | |
| Worked in a different MSA/PMSA: | | |
| Central city | 110 | 6 |
| Remainder of different MSA/PMSA | 341 | 19 |
| Worked outside any MSA/PMSA | <u>4</u> | <u>1</u> |
| Total | 1,789 | 100 |

Source: 1990 US Census, STF3B, P47 and P48.

Means of Transportation to Work (Workers 16 and over)

| | <u>Persons</u> | <u>Percent</u> |
|--------------------------|----------------|----------------|
| Car, truck, or van: | | |
| Drove alone | 1,572 | 92 |
| Car pooled | 129 | 8 |
| Subtotal | 1,701 | 100 |
| Public transportation: | | |
| Bus or trolley bus | 12 | |
| Streetcar or trolley car | 0 | |
| Subway or elevated | 0 | |
| Railroad | 0 | |
| Ferryboat | 0 | |
| Taxicab | 0 | |
| Motorcycle | 0 | |
| Bicycle | 7 | |
| Walked | 17 | |
| Other means | 0 | |
| Worked at home | 52 | |
| Subtotal | 88 | |
| Total | 1,789 | |

Source: 1990 US Census, STF3B, P49.

Travel Time to Work (Workers 16 years and over)

| | <u>Persons</u> | <u>Percent</u> |
|----------------------------------|----------------|----------------|
| Less than 5 minutes | 60 | |
| 5 to 9 minutes | 99 | |
| 10 to 14 minutes | 359 | |
| 15 to 19 minutes | 386 | |
| 20 to 24 minutes | 422 | |
| 25 to 29 minutes | 83 | |
| Subtotal - less than 30 minutes | 1,409 | 79 |
| 30 to 34 minutes | 148 | |
| 35 to 39 minutes | 28 | |
| 40 to 44 minutes | 46 | |
| 45 to 59 minutes | 38 | |
| Subtotal - 30 to 59 minutes | 260 | 14 |
| 60 to 89 minutes | 61 | |
| 90 or more minutes | 7 | |
| Subtotal - greater than one hour | 68 | 4 |
| Worked at home | 52 | 3 |
| Total | 1,789 | 100 |

Source: 1990 US Census, STF3B, P50.

Economic Base Findings

- One-third of the working population in Boylston is employed in the services sector of the economy, 22% in manufacturing and 20% in wholesale and retail trade.
- Eighty (80) percent of Boylston's residents are white collar workers in managerial, professional, technical, sales or administrative support positions. Almost 15% are in blue-collar occupations.
- During the recession of the early 90's, the peak unemployment rate for Boylston residents occurred in 1991 at 10.5% when the statewide rate was at 9.1%. The unemployment rate has steadily dropped since that time to the latest figure of 2.9% in December 1997 with the statewide rate of 3.4%.
- Most of the jobs in Boylston are in the wholesale and retail trade sector of the economy, 515 out of a total of 1,132 jobs or 45%. Other major sectors include government at 19% and services at 14%.
- Since 1985 the trade sector jobs have remained fairly steady, while government sector jobs have been cut in half.
- The most jobs in Boylston occurred in 1989 when there were 1,478 jobs in Town which continued to decrease to a low of 1,018 jobs in 1995, or a loss of over 30%. It was a later recovery than most towns in the state since 1996 was the first year that jobs began to increase to 1,132 jobs.
- The 1996 Jobs/Labor Force ratio of 0.59 means that there are 0.59 jobs in Boylston to the number of people in the labor force whom live in Boylston. In 1990, the last time figures are available, residents held 20% of the jobs in Town.
- The greatest majority of residents work in Worcester with 36% working in the central city and 38% working within its surrounding metropolitan area. Only three percent worked at home.
- The high percentage of residents working within the Worcester metropolitan area is reflected in the fact that 79% of residents had less than a half hour travel time to work. Even so, because of the suburban nature of the Town and scattered destination points, out of the 95% who drove to work, 92% drove alone.

Route 140 Corridor

Analysis of the general land use pattern in Boylston led to the conclusion that the Route 140 Corridor between the Town line adjacent to the I-290 interchange northwest to its intersection with Route 70 is one of only two areas in Town suitable for substantial future commercial development. The land uses along the Route 140 Corridor were studied and the parcel land use for assessment purposes was recorded, see map titled Boylston Route 140 Corridor: Parcel Land Use. The other potential area for commercial uses is Hillside, the town property formerly owned by Digital in the southwest quadrant of the Route 140 and Route 70 intersection.

Corridor Assessment

There are many reasons why the Route 140 Corridor is a very attractive location for commercial expansion in the Town. Generally, it is the best suited land in Town to meet the economic development goals, i.e. to expand the tax base while at the same time maintain and potentially improve the quality of life in Boylston. The attractive features of this corridor include:

- Adjacent to the Interstate 290/Route 140 interchange.
- Large land area of topographically manageable land having limited wetlands and streams.
- Potential access and egress is possible without degrading the Route 140 highway with extensive curb cuts.
- Land is at the edge of Town with Town and regional access via Routes 70 and 140 and a regional interchange off I-290 on to Route 140.
- Amenities for business and industry are nearby.
 - Golf course and clubhouse restaurant.
 - Services available and more variety will come as area expands.
 - With greater commercial development and continuing expanding residential, there will become a point where service retail will become profitable. There are two potential special village retail service sites at the intersection of Routes 140 and 70 in the northeast quadrant and in the southwest quadrant, which is part of the previous Digital property. These are two such special locations that review should be rigorous such as the application of a floating planned retail services zone and a "special permit" process.
 - Potential for mix of senior housing both attached and detached.
- Limitations to the use potential of the Route 140 Corridor exists due to the lack of sewer.
 - Extensive uses needing a large area but containing few personnel and thereby low sewage requirements are possible such as warehouse and distribution, storage, and building materials outlets.
 - Greater potential exists for area if sewers were provided or opportunity presents itself for upgrading the uses in the future should sewers become available.

Economic Development and Land Use Workshop

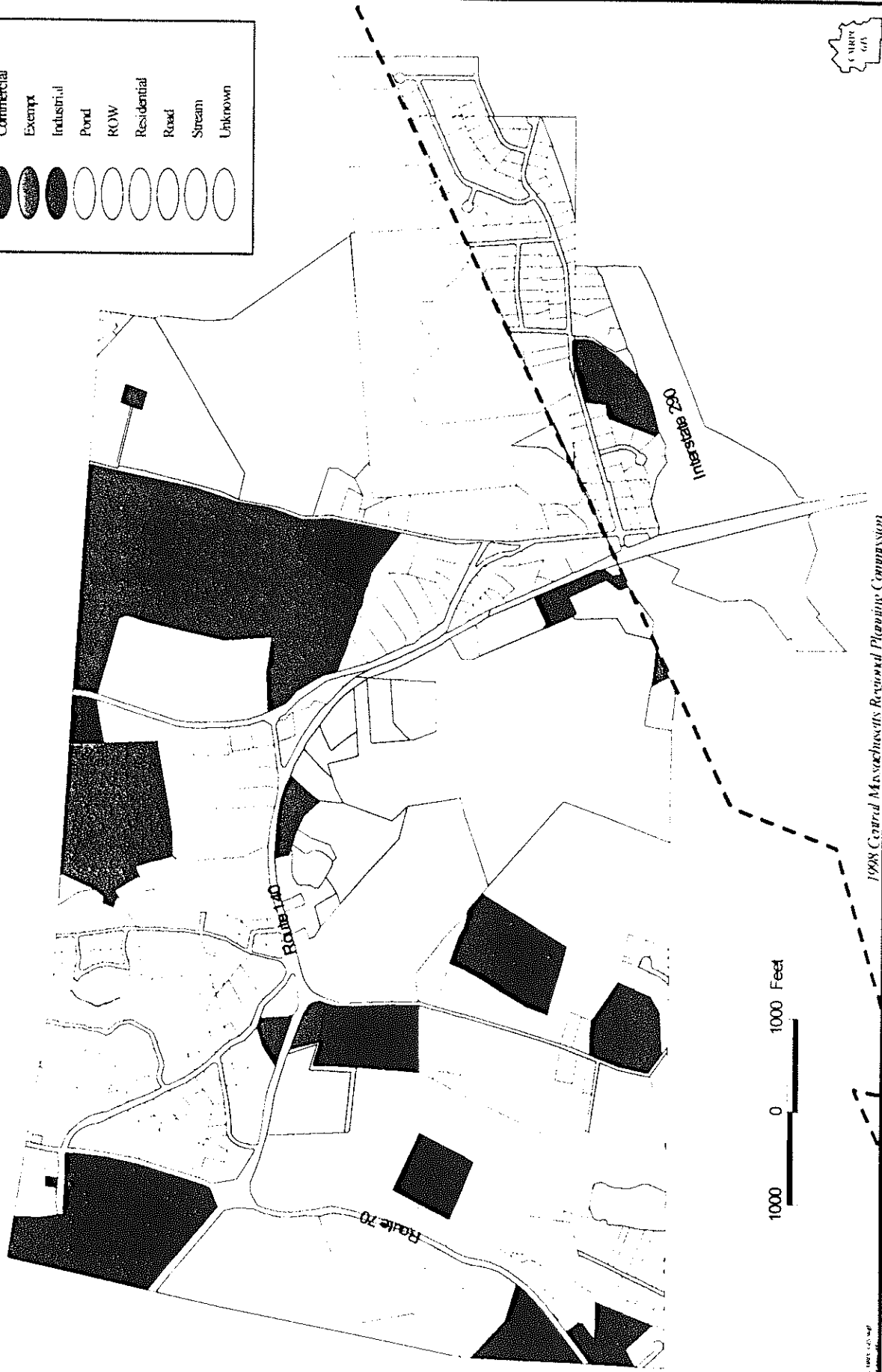
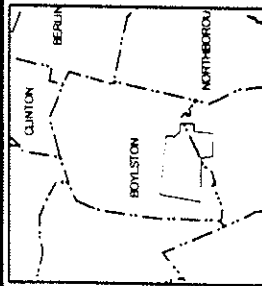
An economic development and land use workshop with the general public was conducted on May 19, 1998. After a general presentation and discussion of town wide land use relationships

Boylston Route 140 Corridor

Parcel Land Use

Legend

- Parcel Land Use
- 61 Land
- 61A Land
- Commercial
- Exempt
- Industrial
- Pond
- ROW
- Residential
- Road
- Stream
- Unknown



1000 0 1000 Feet

1998 Central Massachusetts Regional Planning Commission

and economic development potentials, the following questions on economic development were discussed with the following response.

What are the most appropriate area(s) for commercial economic development in Town?

- Gateway at Route 140 close to highway access.
- Hillside property
- Central Street at Northborough town line.

What property along the Route 140 corridor should be promoted for warehouse, industrial, or commercial development? Why or why not?

- Intersection of Routes 140 and 70 for commercial development endorsement split 4 to 3.
 - Control design to keep a historical look to property.
 - Types of stores; gift shop, dry cleaner (drop off), ATM, video store.
- Development of the 6- and 150-acre sites.
 - Keep reasonable set back from Route 140.
 - Enforce reasonable buffer zones - green space.
 - Minimize truck traffic and pollution.

What type of design guidelines should be along the Route 140 corridor as it is being developed more intensively for commercial uses?

- Have specific guidelines and enforce consistently.
- Keep a green belt; landscaping along road; FSI is a good example - good set backs.
- No architectural review, but the Planning Board should have architectural standards.
- Careful access and egress review.
- Sign review; control size and lighting of signs.
- Uses to include tasteful retail complex along corridor; need pharmacies, grocery and service retailers.
- Establish a more positive first visual impression of the Town.
- Have specific guidelines and enforce consistently.

What are your thoughts about the large tract of land (150 acres) to the southwest of Route 140 at the Town line near the I-290 interchange zoned for Industrial use?

- Need tax base.
- Limiting access at designated points like the described conceptual road system.
- Possible integrated commercial developments, i.e., convenience store, dry cleaners, bank, pizza place, drug store, etc. Mini commercial facility within industrial zone to serve workers.
- Avoid Holden-like situation on Route 122 where the capacity of the road is compromised and the visual character is substantially degraded.
- Office park, distribution and warehousing facilities.
- Day care center.

What are the potential mechanisms that could be used to expedite economic development on the 150-acre tract; or to insure that when it is developed it is done in an appropriate manner, i.e. the roles that the public sector could play?

- Advertise and encourage the right development - "high quality".
- Uniform attractive concept design to market the area.
- Work with the landowners and abutters.
- Include the town residents to buy into the "vision".
- Make sure the rules work for the town and the developers.

Future Potential and Development Capacity for Commercial Uses

The existing industrial zone southwest of Route 140 contains about 240 acres. Current development is no more than 100,000 square feet on about 30 acres.

There are two different capacities of the land depending on whether development occurs on septic systems or whether sewerage is extended to the area. The earliest scenario is that warehouse and storage uses are developed first on the remaining 210 acres at an FAR (Floor Area Ratio)² of 0.125, which could yield up to one million square feet of space. The capacity of all areas assumes that 15% of the gross undeveloped acreage will be lost to the process of development to allow for roads, inefficiencies of lot layout and wetlands. At some point during the process if sewerage is extended to the area and there is a market for office and R&D, research and development, uses the property could develop, and with the redevelopment of other parcels into those uses, at an FAR of approximately 0.25 and yield a maximum buildout of around 2,275,000 square feet.

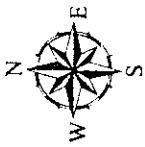
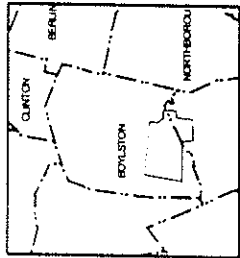
An additional 190 ± acres of undeveloped land lies immediately to the west of the existing industrial zone district and could be added to it. Stream and wetland areas along Sewall Brook would buffer this zone from existing developed areas. An additional buffer area can be provided where needed. The capacity of this land for warehouse use as described above is about 875,000 square feet and around 1.75 million square feet for office and R&D facilities. Refer to the map titled Land Use Concept for Economic Development for the Boylston Route 140 Corridor.

Land Use Concept for Economic Development

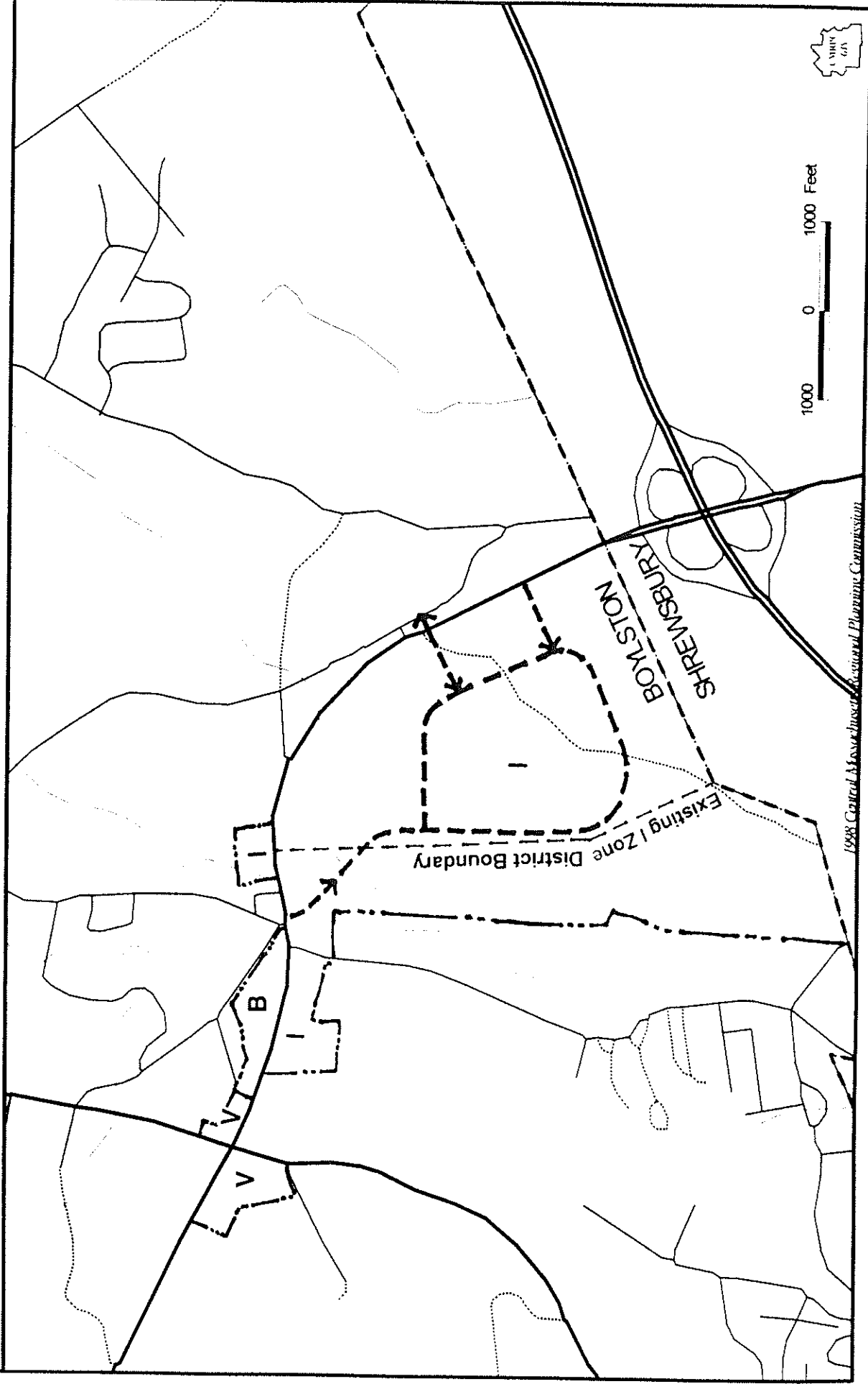
In order to plan for the optimization of the limited land resources available to Boylston for commercial economic development, it is important that the town have a conceptual plan for the Route 140 corridor from the Town line at the interchange of I-290 and Route 140 to the intersections of Routes 140 and 70. See the map titled "Land Use Concept for Economic Development". The key areas near the Boylston/Shrewsbury town line are the vacant parcels of 150 acres and 6 acres. These parcels form the core of a future industrial sector.

² Floor Area Ratio (FAR) of the buildings on any lot is the floor area of the building or buildings on that lot divided by the area of such lot, or, in the case of planned developments, by the net site area.

Land Use Concept for Economic Development Boylston Route 140 Corridor



- Approximate Zone District
- - - Conceptual Road System
- - -> Entry Points from Route 140
- B - Business Use
- I - Industry Use
- V - Village Retail Use



Access must be controlled through a few access points such as the three points shown on the concept diagram from Route 140 connecting to an internal circulation system. It is anticipated that a critical intersection will be the controlled intersection at School Street if traffic volumes and safety are to be managed. This industrial zone district would include all of the existing uses and vacant land along the southwest side of Route 140 from the Town line to the vicinity of Sewall Brook. The industrial parcel on the north side of Route 140 is the FSI property. The industrial area to the south of Route 140 and west of Sewall Street includes the Butler-Deardon and Atlas News properties.

Across from these properties, on the north side of Route 140, are properties containing existing business uses including the Other Place, the US Post Office, Boylston Package, and the 1921 Diner. At the intersection of Route 140 with Route 70 two potential village retail use districts are shown in opposite quadrants, the northeast quadrant and the southwest quadrant that is a portion of the Hillside property. It is envisioned that the potential village retail use districts would be a floating district established by Town Meeting in accordance with a specific proposal and then issued a special permit by the Planning Board.

Hillside

The Town of Boylston using its eminent domain powers in 1997 for \$2.1 million bought the 250± acre Hillside property from Digital. The importance of the Digital property began to emerge as townspeople met during the workshops in December 1994 and January 1995 to establish a vision for the town and set goals for the twenty-first Century. The Boylston Open House public meeting on February 27, 1995 confirmed the vision statement and goals for Boylston. Much discussion centered about the enthusiasm generated for investigating the economic feasibility relative to town control and development of the Digital property.

Because of this Town enthusiasm the master planning process was interrupted to study the Hillside site and its potential. In April 1995 the physical analysis of the property indicated that accommodation of an industrial park having office, and research and development (R&D) uses combined with public uses would be possible and preliminary exploration by the school district indicated that use of the Shepherd Knapp School building for a public school was a likely possibility warranting further investigation. At the May 1995 Annual Town Meeting voters unanimously appropriated funds to examine the purchase of the Digital property and for the architectural study of school options.³

Over the winter of 1995-1996 the Town would conduct a more detailed feasibility study of costs and financial feasibility including market potential, land development options, infrastructure options and an appraisal. An appraiser provided the assessment of the 250± acre site in "As Is" condition and the project worth based on land sales and value of industrial and other uses. The Town would not be purchasing the 100± acres MDC was acquiring for watershed protection purposes.

³ Economic Development Potential: Boylston Industrial Park, Kenneth M. Kreutziger, AICP, Fall 1995.

The school building committee explored new school facilities at the Digital property and/or at the existing elementary school property. Their decision was to renovate and expand their existing building and not to place any facility at Hillside. The Town Meeting voted to acquire the Hillside property even though the School Committee rejected use of the Hillside property because of Town need for a Town Hall and Police Station as well as unknown future Town needs and a desire by citizens to control future use of the property.

Site History and Land Characteristics⁴

Prior to Digital ownership, the private Shepherd Knapp School operated on the property. Digital established a sales training center and a conference center on the site using the existing school and residential buildings. In 1989 Digital proposed the establishment of a Corporate Education Center and office/R&D Park comprised of 2.6 million square feet of space clustered in a campus-style park. The Town's Zoning Bylaw was changed by Town Meeting to allow this use in the Industrial Park Zone, and the project received local and state approvals for its first phase. Subsequent economic conditions forced the company to abandon its plans and the company vacated the facility.

The Hillside property consists of approximately 250± acres of Industrial Park zoned land. The rolling hills and fields have exquisite views to the east, with several existing buildings at the southerly portion of the site, including a former private school (Shepherd Knapp), a historic house on the National Register (the Gough residence), an office building (formerly a dormitory at the school), several out-buildings, an athletic field, a heliport, and parking areas. The northerly portion of the site contains a conference center converted from an eighteenth century farm house (the Montraville Flagg residence), surrounding farm buildings, a heliport, and a large parking area.

The natural characteristics of the site were recorded at the earliest preliminary study and the patterns of vegetation, topography, steep slopes, watersheds, and wetlands were analyzed.

The majority of the 250± acre site is covered by typical mixed New England forest. There is a pocket of mature white pine forest immediately to the north and west of Flagg Pond in the northeast corner of the site. The open areas shown on the vegetation map total approximately 55 acres. The topographic variation on the site is nearly 300 feet from a low point of slightly less than 430 feet above sea level at the intersection of Routes 140 and 70 to a high point on the drumlin along the western edge of the site beyond the New England Power company easement of slightly more than 710 feet. The New England Power Company right-of-way is cleared of vegetation and owned in fee by the power company; therefore, it is not land within the site. The low point on the site is the stream and wetland area of the outlet of Flagg Pond on the north running to the pond on the Polito out parcel to the south along Route 70. The watershed divide is on the northern boundary of the Hillside property with water on the north draining to the Wachusett Reservoir while the Hillside property drains to the south. There are significant steep

⁴ Ibid. including separate maps (36" x 50") at a scale of 1"= 200' on file with the Planning Board.

slope areas of greater than 15% and scattered pockets of wetland, which will further restrict potential development of the site, but add ecological interest and diversity.

Buildings and Historic Resources

Two clusters of buildings exist on the property. The cluster in the northeast sector of the site is the Montraville Flagg house, which was used by Digital as a conference center and associated outbuildings consisting of a four-car garage and a barn. The barn is unimproved on the upper level but has a separate heating system and conference room on the lower level. Before Digital owned the property the Flagg house was the headmaster's house for the Shepherd Knapp School.

The cluster of buildings in the southern part of the site was used by Digital as their sales training and administrative center. The five buildings consist of the previous Shepherd Knapp School, the dormitory for the school, the historic Gough house, and two small wood frame garage structures. Digital renovated the school building, 331,550 interior gross square feet constructed in 1968, and dormitory building, 13,100 interior gross square feet, for their sales training and administrative facilities. The historic Gough house remained vacant and has not been occupied since the Shepherd Knapp School used the house for the residence on its onsite caretaker. The Gough house, which is on the National Register of Historic Places, is in an extremely deteriorated condition.

The John B. Gough house is listed on the "National Register of Historic Places" and the "Massachusetts Register of Historic Place". The Italianate style two-story farmhouse known as "Hillside Farm" dates to 1848. A theater performer turned lecturer, Gough gained considerable popularity and became world famous as a speaker on the subject of temperance.

The Montraville Flagg house was built about 1780 by Lieutenant John Hastings, a Revolutionary War soldier and a member of the first Board of Selectmen. The house is colonial (18th century) with Greek elements, and is listed in the "Inventory of Historic and Archeological Assets of the Commonwealth". The main building is considered significant and "eligible for nomination to the "National Register". This building was rehabilitated and extensively changed on the interior for use by Digital as a conference center.

The Abel Osgood house site is located on Elmwood Place where he built a house around 1772. Osgood, a Revolutionary War veteran, occupied it until 1785, when the property was sold to Stephen Flagg. No structures were left after 1798. The basement is indicated as being approximately 0.2 miles northerly of the present Montraville Flagg house. The Abel Osgood house site is recorded in the Inventory of Historic and Archeological Assets of the Commonwealth". The MHC does not consider the property significant.

Digital Proposal

The Digital concept for development of the site was what is essentially characterized as a shopping center or campus concept. This type of land use organization places the buildings in the center of the development surrounded by large parking lots, which are accessed by a ring

road around the periphery of the project area. Such a land use organization is not in keeping with the small town character of Boylston.

Digital proposed to construct 2.6 million square feet of commercial space, which included their training center and office/R&D uses. The Digital plan included extensive grading of the site including terracing many of the steep slope areas which could not be economically supported in the current open market place. It has been concluded that a development capacity of the site of approximately one million square feet could responsibly be accommodated on the site respecting wetland, slope, and other sensitive natural characteristics of the property.

Preliminary Hillside Accommodation Study Fall 1995

These concept tests assume use of the roadway system in the eastern half of the site designed for the Digital project in an attempt to maximize the investment in the preliminary work done by Digital on the engineering and the EIS. At this point it was also assumed that the old Shepherd Knapp School building would be renovated as an elementary school. The connecting loop on the western half of the site is pulled in and shortened in order to have parcels where buildings are on the road instead of behind a sea of parking. These concepts connect this upper loop to Paul Tivnan Road across land currently owned by Worcester County for the hospital. To provide a second roadway that crosses the New England Power Company easement and extends to Paul Tivnan Road, it is recommended that the town obtain this land from the County because it provides both better access and secures frontage for potential development sites along Paul Tivnan Road.

For Concept A the entry road arrived at a proposed public green where the dormitory building and Gough house are located. The dormitory building use is proposed to be a municipal office building and police station. The Gough house is envisioned as some public or not-for-profit use such as a museum or potentially the executive offices for the municipal building. The school is shown with a 15 acre site around it to the north and west. Two development parcels exist at the Flagg house, one on either side. For site accommodation purposes most of the development parcels are thought of as office/R&D sites with some senior housing, possibly life care, and potentially some other housing uses.

In Concept B, the entry road in the southern part of the site passes further to the east and is located at a lower elevation immediately to the west of the wetland area which would be park land on the right side when traveling northward. A larger expanded green area with dormitory and Gough house buildings is formed. With the road further to the east, the school could expand in that direction and be less affected by traffic. Other uses are clustered around this green. A potential church site is located to the west of the green. Even though it seems unlikely, potentially there might also be some retail use in this area. Senior housing and life care are possible uses.

Conclusions include, first and foremost, that even for a maximum development scenario the Town should expect half of the land would be environmental open space. Secondly, it is the

recommendation that the Town obtain the strip of property owned by the County between Hillside and Paul Tivnan Road in order to effectively use the land west of the power lines.

Boylston Industrial Park Feasibility Study – February 1996

This study was performed to establish a value for acquisition of the Hillside property by looking at the potential highest and best use for the property and establishing feasibility by costing conceptual infrastructure improvements, judging market conditions, and conducting a financial analysis of the resultant concept development plan. Two plan alternatives were chosen to test the maximum value of the property. Alternative I is industrial, research and development, and office uses with an on-site sewage treatment plant; and alternative III is a residential alternative with on-site septic systems. The following diagrams show these alternatives. Alternative II was a mixed-use scheme of office/R&D and residential uses, but it was not fully evaluated because its impacts fell between the extremes of the other two alternatives.

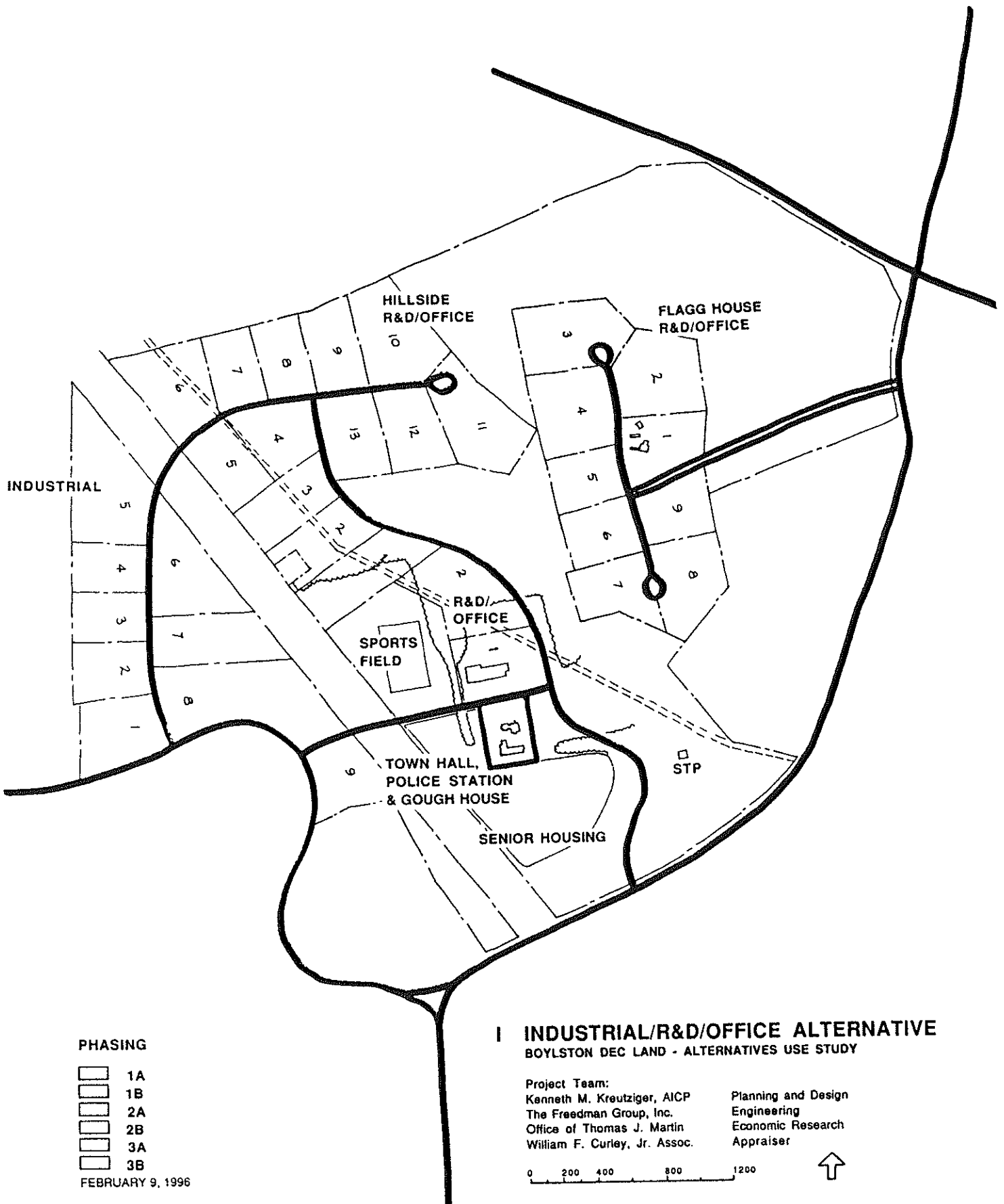
Alternative I: Industrial/R&D/Office

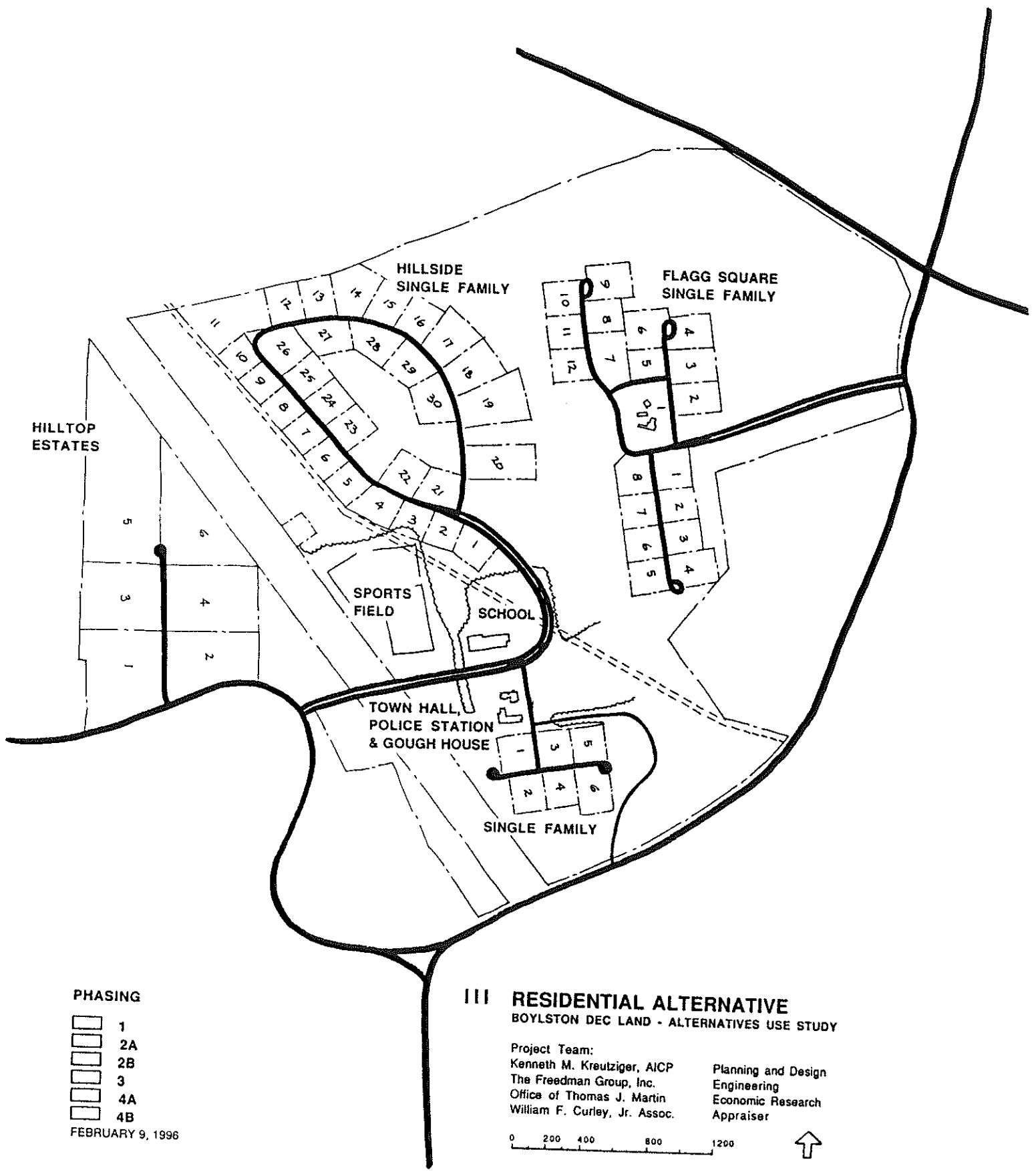
| <u>Land Use</u> | <u>Problems, Economic Risks, and Key Issues</u> |
|--|--|
| Industrial | High Risk, absorption pace, cost of land & infrastructure Can Developer be attracted? Subsidy?? |
| R&D/Office | Very High Risk, absorption pace, cost of land & infrastructure Can Developer be attracted? Subsidy?? |
| Senior Housing | Moderate Risk, Depends on Securing Developer, Remote from Town Center & High Sewage Generation. |
| Town Hall, Police Station & Gough House | High Cost of Restoring Gough House. |
| School, Elementary | School Funding, Possible Building Addition and Possible Requirement of Costly Grading for Playfields. |
| Open Space | High Maintenance Costs for Large Acreage. |

The summary matrix above evaluates each land use with regard to problems, economic risks, and key issues. The economic benefits of this scheme are the good net real estate taxes, creation of jobs, and improved efficiency for Town operations. Non-economic benefits include a diversified economic base, some housing accommodation of the elderly, enhanced prestige for Town offices, educational benefits, and satisfying open space needs. Adverse impacts include truck traffic, high sewage loads with need to protect groundwater, and the proximity to the power line for some uses.

Alternative III: Residential

| <u>Land Use</u> | <u>Problems, Economic Risks, and Key Issues</u> |
|----------------------------|--|
| Single family-Upper Loop | Moderate to High Risk, Proximity to Power Lines and Prison. |
| Single family-Lower Loop | Low to Moderate Risk, Possible Loss of Lots due to Poor "Perc" |
| Single family-Flagg Square | Low to Moderate Risk, Possible Loss of Lots due to Poor "Perc" |





HILLTOP
ESTATES

HILLSIDE
SINGLE FAMILY

FLAGG SQUARE
SINGLE FAMILY

SPORTS
FIELD

SCHOOL

TOWN HALL,
POLICE STATION
& GOUGH HOUSE

SINGLE FAMILY

PHASING

- 1
- 2A
- 2B
- 3
- 4A
- 4B

FEBRUARY 9, 1996

RESIDENTIAL ALTERNATIVE
BOYLSTON DEC LAND - ALTERNATIVES USE STUDY

Project Team:
Kenneth M. Kreutziger, AICP
The Freedman Group, Inc.
Office of Thomas J. Martin
William F. Curley, Jr. Assoc.

Planning and Design
Engineering
Economic Research
Appraiser

0 200 400 800 1200



| | |
|---|---|
| Senior Housing | Moderate Risk, Depends on Securing Developer, Remote from Town Center & Higher Sewage Generation |
| Town Hall, Police Station & Gough House | High Cost of Restoring Gough House. |
| School, Elementary | School Funding, Possible Building Addition and Possible Requirement of Costly Grading for Playfields. |
| Open Space | High Maintenance Costs for Large Acreage. |

The summary matrix above evaluates each land use with regard to problems, economic risks, and key issues. The economic benefits of this scheme present poor net real estate taxes due to school children generated, but the same improved efficiency for Town operations. Non-economic benefits include the potential for affordable housing, a mix of housing types, some housing accommodation of the elderly, enhanced prestige for Town offices, educational benefits, and satisfying open space needs. Adverse impacts include generation of school children except for any elderly or over 55 housing, and proximity to the power line for some uses.

Forestry Stewardship Potentials – August 1998

After purchase of the Hillside property in 1997, there was consensus among the selectmen that good forestry management is necessary. Some areas of the site will be kept in forest regardless of potential other uses in the future. In addition, the special rate of the financing loan conditions that except for currently developed areas, the remainder of the site is kept in open space uses for ten years.

A Forest Management Committee was established and a decision was made to prepare a Forest Stewardship Management Plan.⁵ The state's Forest Cutting Practices Law, MGL c. 132, which describes the best management practices will assure that proper procedures are followed. An assessment found the health of this forest to be good.

The Town is considering thinning out some of the forest to ensure the future and beauty of the property. Thinning the forest allows new growth, making the forest more resistant and durable. Proper stewardship would also leave a few dead trees scattered throughout the woods and the thinning is expected to increase the growth rate for the forest. The Town has scheduled to try thinning out on a small section of the forest in the back of the property. An added benefit to the thinning would be a small profit for the Town. Preliminary estimates show that the Town could make \$7,000 to \$8,000 each time a section is thinned. Any profits are slated for a revolving account to benefit and maintain the Hillside acreage and buildings.

Education could also serve as one of the many uses for the land providing students with the opportunity to see real examples of various types of forest management. Other uses include enhancing wildlife habitat, creating trails, and recreational use options.

⁵ Forest Stewardship Management Plan, Hugh Putnam, Jr., August 18, 1998.

Tahanto Envirothon Team – 1999

For this year the issue of the Envirothon was open space because the governor had declared an open space policy for every Town to preserve three acres of open space for every acre developed. The team of students volunteering from the high school placed third overall out of 47 schools statewide.

New options identified for use of portions of the Hillside property included a nursery in the existing fields west of the Town Hall (also potentially using some area of the New England Power Company under the power lines); creating a demonstration forest; establishing a youth center in the barn west of the Gough House; and, organizing volunteers to build more trails joining with other volunteers of Wachusett Greenways to expand the network of regional trails into Boylston.

Comprehensive Plan Community Process 1994-2000

Over the years from the beginning stages of visioning workshops in 1994, through the years when purchasing the Hillside property (1995-1997), and continuing with preparation of the Comprehensive Plan in two phases from 1998 to Spring 2000, many potential uses and options have been discussed. From early analysis of the site it has been considered that at least half of the property would remain as open space due to the environmental characteristics of the site and the desire to have a network of open spaces on the property with trails and interconnected wildlife corridors. Natural water features of the site would be protected, including ponds, streams and wetlands and would become the backbone of the open space network combined with steep slopes and other sensitive natural features. An attractive concept to many people has been the idea of a trail through much of the MDC land from Hillside to Tahanto for biking, cross-country skiing and walking. Such a “spine” in the Town could be connected to many public facilities and neighborhoods through extensions.

Special Open Spaces and Uses:

- Flagg Pond – special feature to protect and preserve
- Majestic white pine timber stand north of Flagg Pond – potential picnic area with pavilion
- Nature Trail with interpretive plaques and center possibly in barn north of Flagg House that could also be cross-country ski center in winter
- Exercise Trail laid out by Digital
- Waterways and wetlands – part of open space network
- Vernal Pool protection and part of nature trail
- Picnic area with pavilion for group events
- Bike path from Hillside to Tahanto

Open Area at Routes 70 and 140:

- Interim open field rural character
- Interim sports fields
- Potential Village retail center
 - Public/private partnership including future Town Hall

-
- Police station in future south of current entry (Elmwood Place)

Flagg House Area:

- High quality small office condo complex
- Assisted Living Complex
- Over Age 55 condo project

Flagg House:

- Signature Restaurant
- Bed and Breakfast (small hotel)
- Residential Hotel with additional rooms in new structures in style of Flagg House
- Conference Center
- Meeting rooms, secretarial services, and lunch cafe if part of small office condo project
- Community Center and B&B if part of Over Age 55 complex or market rate condo project with mix of housing types
- Center for Assisted Living Complex with clustered separate units

Soccer Field and Area south of Dormitory Building/Police Station:

- Additional Sports Fields
- Over Age 55 Housing
- Elderly Housing
- Assisted Living Complex

Gough House:

- Leased Space to non-profit organizations or small businesses
- Town Executive Offices and/or Meeting Spaces
- Town Museum
- Restaurant
- Community Green around Gough House and maintain view down hill to the east

Upper Fields (west of Town Hall):

- Sports Fields
- Nursery – long-term lease
- Office and R&D Sites

Upper Wooded Area (northwest corner):

- Forest Management – open space and trails
- Demonstration Forest
- Office and R&D Sites
- Open Space Residential

Hilltop west of New England Power Company Land

- Warehouse and Distribution
- Office and R&D Sites
- Large Corporate User

Town Hall Site:

Town Hall

Leased Offices and R&D Spaces with other future office and R&D uses in vicinity

School, elementary grades

Community Meeting and Recreation Center including arts, crafts, dance classes, etc.

Proposals and Recommendations

IV-1. Design Standards

The Town through the Planning Board should develop design standards for commercial areas to maintain the semi-rural characteristics of Boylston and enhance the environment.

IV-2. Concept Planning for Route 140 Corridor

Prepare a "Conceptual Design Guidelines Plan" for commercial development involving property owners in a public planning process. Consider expanding the Industrial Zone as illustrated in the Land Use Concept for Economic Development and enhance zoning provisions to foster planned commercial development. Public-private development actions may likely be required.

IV-3. Commercial Zoning

Consider establishing a Commercial Zone on the properties opposite Butler-Deardon and Atlas News and reduce the uses permitted in that district to only those that meet its neighborhood convenience shopping purpose to provide the retail and personal service requirements of residents.

IV-4. Responsible Person Assigned Economic Development

Designate a professional staff person such as the Town Administrator to work with existing and new businesses - industrial, commercial and retail. The number of Boylston staff is quite small and there is no one person responsible for economic development. A number of Towns have such staff, thereby giving them a competitive edge. Another staff person would be able to engage in a wide range of activities including planning and regulatory issues, grantsmanship, business development and management, business recruitment, etc. Many of these tasks would not be possible for the Town Administrator to accomplish because of other responsibilities.

IV-5. Active Business Organization

Encourage business leaders to be active in a business organization. Such a group, representing a combination of private business and citizens, is valuable in assembling both human and financial resources to start and maintain interest and action in the future of the Route 140 corridor and Hillside. Strong and energetic leadership is important.

IV-6. Village Retail Zoning

Consider establishing a floating Village Retail Zone district to be located upon receipt of a proposal by a vote of Town Meeting and approved by Planning Board through a "Special Permit" process.

Chapter V

NATURAL AND CULTURAL RESOURCES

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| NHESP Priority Sites of Rare Species Habitats and Exemplary Natural Communities | |
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Color GIS Maps (34"x44") on file with the Planning Board

USGS Topography
Surficial Geology
Flood Plains
Cohen Bill: Buffer Constraints
Water Resources
Water Lines & Wells
Wellhead Protection District Zoning Bylaw
Environmental Features
Environmental Threats
Town & Cultural Facilities

NATURAL AND CULTURAL RESOURCES

Introduction

The natural resources of the Town are very important to residents. The vision and goals for Boylston, prepared at the beginning of the Master Plan, clearly emphasize repeatedly this core value of maintaining and enhancing the natural resource base of the Town.

Historic Boylston Center defines the cultural center and New England image of the Town. This center around the green defined by Church, Central and Main Streets is a very beautiful heart of the Town. The Old Town Hall, occupied by the Historical Society, public library, and church anchor the edges of the triangular green and establish the historic ambience of the area. The immediate residential structures also add historic context to the space.

The portions of the vision statement that highlight the importance of the natural and historic resources to townspeople are repeated below. Following that are the two sets of environment goals further specifying detailed goals to improve the already beautiful resources and protect them into the next century.

Vision

The Town of **Boylston** envisions itself as an **extraordinarily beautiful rural community** with its **historic common and surrounding village character** in the historic district preserved, its **roadside character** of native New England mixed forest and stone walls maintained, where **planning** for the future of the town is proactive, environmentally conscious, and fiscally sound; where a person knows they have entered Boylston by its **natural landscape quality**; where the **visual environment** along Routes 140 and 70 is controlled and improved; and the town's **natural resources** (water supply, wetlands, floodplains, rivers brooks ponds and wooded areas) are protected;

Goals

Environment: History, Character & Image

Preserve the historical heritage of the town, including its historic buildings, historic open spaces, tree-lined streets, and scenic country roads.

Enhance the aesthetics of traditional neighborhoods by planting street trees, establishing sidewalks, repairing or installing curbs, and improving streets.

Enact land use and development controls, which serve to reinforce the town's rural village character as additional development occurs.

Enact design review controls to ensure that new development aesthetically fits with the town image.

Control the image and character of commercial uses along highways.

Environment: Open Space & Recreation

Protect ecologically sensitive areas as the town develops and allow for connective wildlife corridors between areas preserved as open space.

Protect and improve conditions surrounding the municipal wells in order to safeguard the town water supply.

Protect ground water to ensure the quality of private water supply.

Plan now and purchase lands for public open space and facilities such as school sites, playgrounds and recreation facilities for residents of all ages.

Connect existing open spaces with continuous walkways and bikepaths.

Plan for both passive and active open space recreational opportunities.

Negotiate recreational use of MDC property.

Natural Resources

Soils

A statewide surficial geology data layer has been produced by MassGIS showing the location of sand and gravel deposits, areas of fine grain deposits and flood plains. Remaining areas on the map are till or bedrock. This data layer is very generalized.

This data layer was interpreted and compiled by a USGS geologist. The data was recompiled from a set of 1:250,000 quadrangle sheets onto the 1:125,000 base map. As with the original manuscripts, these overlays do not precisely register with the MassGIS base map.

The largest area of sand and gravel deposits occurs in the southwest corner of Town between Main Street and Sewall Street, extending from the Town line to north of Shrewsbury Street (Route 140), northward to Edgebrook Drive. The area of sand and gravel deposits at this location also extends about a half mile east of Sewall Street from Route 140 south to the Town line with the exception of areas around Sewall Brook, Sewall Pond, and Spruce Pond which contain flood plain alluvium.

Other large areas of sand and gravel are on MDC lands with one area running from Tahanto Regional High School northward to the Clinton town line including all of Sawyers Bluff and some lands up to a quarter mile east of Route 70 in that area. Other land areas owned primarily by MDC include the area around Pine Grove Cemetery and some major sand and gravel deposits on MDC land to the west of the Wachusett Reservoir. There is a small concentration of sand and

gravel deposits in the vicinity of Central Street, Reservoir Street and I-290. There is also a small gravel deposit on Mile Hill Road north of Green Street.

The remainder and majority of the land in Town are a combination of till and bedrock. Areas of till are more predominant in the southern part of Town with increasing bedrock to the north. Areas north of Central Street beyond Mount Pleasant Country Club tend to be more rough and stony terrain with significant rock outcrops. Major areas of swamp exist between Linden Street and Mile Hill Road.

Water Resources

The Town of Boylston is divided into three watersheds. The largest watershed is the South Branch Nashua watershed draining into the Wachusett Reservoir. The eastern one-third of the Town is in the Assabet watershed draining to the east. The southwest corner of the Town is in the Quinsigamond watershed draining to the south with a finger extending northward to Central Street.

The most productive aquifers are located along the Wachusett Reservoir and in the southwest corner of Town in the Spruce Pond–Sewall Pond–Hall Pond–Newton Pond area. Morningdale Water District wells number one and two and Boylston Water District wells number one and two are located in this area. The newest well, Boylston Water District well number three, is located to the north along the Wachusett Reservoir within MDC land at the northern part of the peninsula containing the Pine Grove Cemetery. A large map of water resources prepared in conjunction with the Master Plan shows all of these features and resources including in addition nontransient community wells, wetlands and ponds.

As a result of continuing Master Plan studies and building upon two previous efforts to pass zoning provisions to protect areas around the wells from contamination, an amended Wellhead Protection District zoning bylaw was prepared and passed at the 1999 Annual Town Meeting. The Wellhead Protection District covers the Zone II areas contributing to the designated wells.

A Zone II is that area of an aquifer, which contributes water to a well under the most severe pumping and recharge conditions that can be realistically anticipated (180 days of pumping at safe yield, with no recharge from precipitation). It is bounded by the ground water divides that result from pumping the well and by the contact from the aquifer with less permeable materials such as till or bedrock. In some cases, streams or lakes may act as recharge boundaries. In all cases, Zone IIs shall extend upgradient to its point of intersection with prevailing hydrogeologic boundaries (a ground water flow divide, a contact with till or bedrock, or a recharge boundary).

Any proposed new well which will pump at least 100,000 gallons per day must have a Zone II delineation completed and approved by DEP prior to the well coming on line. Existing wells must have a Zone II delineated as a condition of receiving a water withdrawal permit under the Water Management Act.

Environmental Features

NHESP Estimated Habitats of Rare Wildlife

The Estimated Habitats of Rare Wildlife consists of resource area habitats of state-listed rare wildlife populations. The definition of “resource area” is included in the Wetlands Protection Act Regulations. These habitats are based on rare species population records maintained in the Natural Heritage & Endangered Species Program (NHESP) Biological and Conservation Data System database. Program scientists draw estimated habitats by analyzing population records, species habitat requirements and available information about the landscape (particularly from topographic maps and wetland inventory maps). Most habitat sites are not visited prior to the drawing of these estimated habitats. Estimated habitats are not equivalent to wetland delineation. These estimated habitats are designed for use with the Wetlands Protection Act Regulations (310 CMR 10.00). Projects which are subject to the Wetlands Protection Act and which fall within Estimated Habitats or Rare Wildlife require the filing of a Notice of Intent form with the Natural Heritage and Endangered Species Program.

There are four areas of NHESP estimated habitats of rare wildlife in Boylston. These areas are illustrated on the large map prepared for the Town. Beginning with the southwest corner of Town and working to the northeast, the first area is located around Sewall Pond including a portion of the Sewall Brook area entering the pond and along the outlet of Sewall Pond to Newton Pond. The second area includes a fairly large area south of Route 140 along both sides of Route 70. This area includes Spruce Pond to the east of Route 70 and on the west of Route 70 Flagg Pond on the Hillside property and the pond and wetland area south of Elmwood Place. The third area includes Stiles Hill centered about the radio tower and water tank extending across the wetlands to the base of Barnard Hill to the east and to the west of Cross Street including a portion of what is now Cyprian Keys Golf course. The fourth area includes the wetlands and hillocks north of Rocky Pond on either side of Green Street and extending northwestward along Mile Hill Road including a portion of the area locally know as East Woods.

NHESP Priority Sites of Rare Species Habitats and Exemplary Natural Communities

The Priority Sites of Rare Species Habitats & Exemplary Natural Communities (PHAB) represent estimations of the most important natural communities and state-listed rare species habitats in Massachusetts. These habitats are based on rare species population records maintained in the Natural Heritage & Endangered Species Program’s (NHESP) Biological and Conservation Data System database. Population locations are spatially represented. Program scientists draw estimated habitats by analyzing population records, species habitat requirements, and available information about the landscape (particularly from topographic maps and wetland inventory maps). Most habitat sites are not visited prior to the drawing of these estimated habitats. Habitat sites are selected for biodiversity significance. The global and state rarity of the species or communities present, as well as the quality of those species populations or communities determines significance. These areas are NOT equivalent to “significant Habitat” as may be designated according to the regulations of the Massachusetts Endangered Species Act.

Priority Sites habitats are not protected by the MA Endangered Species Act, but that law protects the rare species that use these habitats.

The Priority Sites data layer currently records several items for each site including a code, which represents the biological significance of the site. Code values are:

- B1 outstanding significance
- B2 very high significance
- B3 high significance
- B4 moderate significance
- B5 of general biodiversity interest

Areas of biological significance are illustrated on the large map prepared for the Town. An area of general biodiversity interest surrounds the Wachusett Reservoir. The width of this area is typically 800 feet to 1500 feet. This area is located entirely on the west of Route 70, except for a small portion north of Hastings Cove in the northern part of Town adjoining Clinton. Areas in Boylston to the west of the reservoir, all owned by MDC, are also included.

One area of moderate significance occurs around Spruce Pond in the southwest quadrant at the intersection of Routes 70 and 140. It extends to include the pond and wetland area on the west side of Route 70.

NHESP Certified Vernal Pools

This inventory contains points for all vernal pools, which have been certified by the Natural Heritage & Endangered Species Program according to the Guidelines for Certification of Vernal Pool Habitat (5/88, MA Division of fisheries & Wildlife). The 1997/98 version of the data layer shows all pools that were certified as of September 25, 1996. The coverage has not been systematically error checked. All points should be within 300 feet of the actual location of the vernal pool.

Vernal pools are small, shallow ponds characterized by lack of fish and by periods of dryness. Vernal pool habitat is extremely important to a variety of wildlife species including some amphibians that breed exclusively in vernal pools, and other organisms such as fairy shrimp that spend their entire life cycles confined to vernal pool habitat. Many additional wildlife species utilize vernal pools among various aquatic habitats for breeding, feeding and other important functions. Some vernal pools may be protected under the revised Massachusetts Wetlands Protection Act Regulations (310 CMR 10.00). The certification of a pool depends only on evidence that it functions ecologically as a vernal pool; certification does not indicate that the pool is within a resource protected by the Wetland Protection Act.

Only one certified vernal pool exists in the Town. As illustrated on the large map prepared for the Town, it is located on MDC property near Lords Cape on the Wachusett Reservoir directly behind Tahanto Regional High School. More vernal pools likely exist within the Town and should be recorded due to their wildlife habitat significance.

Environmental Threats

DEP Solid Waste Facilities

The Solid Waste Facility Datalayer was compiled by the Department of Environmental Protection (DEP) to track the locations of landfills, transfer stations, and combustion facilities. The data layer contains the majority of the facilities currently regulated under DEP's solid waste regulations (310 CMR 16.00 & 19.00). There are thirteen specific types of solid waste facilities.

Although the majority of the sites represent landfills, only a small fraction of those landfills are active. In addition, this data layer does not contain all solid waste facilities known to DEP. The MassGIS land-use data layer has waste site and mining classifications, which may represent landfills not in the solid waste data layer.

One DEP solid waste facility exists in Boylston on Mile Hill Road, 1500 feet north of its intersection with Green Street.

Underground Storage Tank Locations

The U.S. Environmental Protection Agency through a contract compiled the Underground Storage Tank Locations data layer (UST). Tabular information on tank sites was obtained from the Massachusetts Department of Public Safety's Division of Fire Protection Tanks database. Address information was extracted from the provided ASCII files and coordinates were acquired using a combination of address matching and field survey work using Global Positioning System receivers. The MA Department of Environmental Protection (MA DEP) extracted additional tabular information from this file.

The MA Department of Public Safety (DPS) maintains significant information on each site. There are 12 underground storage tanks (UST) sites in Boylston. The sites are listed below.

| UST ID | USTID Method | Facility Name | Address |
|--------|---------------|----------------------------|--------------------|
| 5482 | 15149 GPS-EPA | New England Telephone | 170 Shrewsbury St. |
| 5483 | 15150 GPS-EPA | Mobil Oil 06ELN | 328 Shrewsbury St. |
| 5484 | 15151 GPS-EPA | Atlas News | 50 Shrewsbury St. |
| 5485 | 15152 GPS-EPA | Caprera Construction Co. | 240 Shrewsbury St. |
| 5486 | 15153 GPS-EPA | Mt. Pleasant Country Club | 2 Green St. |
| 5487 | 15156 GPS-EPA | New Boylston Trust | 200 Shrewsbury St. |
| 5488 | 15157 GPS-EPA | Dipilato's Service | 270 Shrewsbury St. |
| 5489 | 15158 GPS-EPA | Wagner Bros., Inc. | 74 Main St. |
| 5490 | 15159 GPS-EPA | Robert F. Desmarais Const. | Route 140 |
| 5491 | 15160 GPS-EPA | Town of Boylston | Sewall St. |
| 5492 | 15161 GPS-EPA | Wagner Motor Sales | 67 Main St. |
| 6518 | 18672 GPS-EPA | New England Telephone | Main St. |

Cultural Resources

Cultural Facilities and Events

Boylston is a rural Town that is being transformed into a commuter suburb. Because it is remote, even though it is virtually adjacent to Worcester, there are very few cultural institutions and events. The Boylston Library is the only Town funded cultural facility in the community. The Library has an active "Friends of the Library" group, which offers many programs for the community.

Tower Hill Botanic Garden is located along Route 70 with access off French Drive. The Visitor's Center is on the top of the hill and has impressive views overlooking the Wachusett Reservoir. There are 132 acres of formal gardens, meadows and woodland trails. They include Lawn, Secret, Cottage, Vegetable and Wildlife Gardens, and an orchard of 119 varieties of pre-twentieth century apple varieties. Over 250 workshops, demonstrations and lectures are scheduled each year in the Stoddard Educational and Visitor's Center. Amenities include a garden shop and a weekend café open April through October.

Calliope Productions is a non-profit theater group founded in 1982 and relocated to Boylston in April 1999 with the purchase of the old St. Mary's Liberty Church on Main Street. A grant was received from the Massachusetts Cultural Council to help support an architectural study for renovations. Work planned includes improving the performance area and completing handicapped accessibility. Fund raising is required. Currently they have a five to six show season of plays and musicals each year. In 1991 they began a Youth Theater and are negotiating with Tahanto to conduct an off-site theater program. Lessons are given for tap and acting.

The Boylston Cultural Council distributes funds each year provided by the State to support cultural or artistic projects and activities that will benefit the residents of Boylston. An application process begins in September through the Library and awards are approved in November and submitted for State approval.

The Cultural Council has the following responsibilities and duties:

- To inform the public of the availability of funds, the guidelines and priorities for the use of funds, the conditions of eligibility for applying for funds, and application availability and review criteria.
- To re-grant state funds allocated by the Massachusetts Cultural Council for community based programs in the arts, humanities, and interpretative sciences.
- To see that the cultural projects it funds benefit the community or region to the greatest possible extent.
- To insure that cultural opportunities are made accessible to all segments of the community.

The Cultural Council through its grants typically provides funding for programs in public schools, the Boylston Memorial Day Committee for a band, Friends of the Library for programs,

and groups performing at various locations. The Council also hosts a show of Boylston artwork on the Common as part of the Memorial Day celebration.

Historic Buildings and Resources

A Historic District was established May 1979 in accordance with MGL Chapter 40-C. The Historic District surrounds the Town Common, extending about 800 feet along Scar Hill Road, and on the south including the Old Burial Ground where the first interment was April 14, 1745. In June 1978 a Heritage District was established in the Zoning Bylaw with the purpose of creating a buffer zone around the then proposed Historic District.

The Boylston Historic Commission occupies the Old Town Hall and maintains the building. The Commission maintains historic artifacts that are Town property and receives private donations from time to time. An example is the receipt in 1998 of an old sleigh and a doctor's buggy from an estate that the Commission is planning to restore to original condition. Many point of interest historic markers were put in place during 1997 at most of the historic sites in Town, but the designation continues where appropriate.

Meeting with Historic Commission members the following list contains the most important Boylston Buildings of special significance.

| Building | Location | Date |
|------------------------------|--------------------|---------|
| Strawberry Hill Farm | Maple Lane | 1743 |
| Taylor Tavern | 651 Main Street | 1760 |
| Solomon Houghton House | 330 Linden Street | ca 1760 |
| Rev. Eleazar Fairbanks House | 2 School Street | 1779 |
| Rocky Pond Farm | 25 Rocky Pond Road | 1784 |
| Chinnery-Bigelow House | 15 School Street | 1793 |
| Captain Jason Abbot Tavern | 4 Church Street | ca 1800 |
| Rev. Ward Cotton House | Cottonwood Place | ca 1800 |
| Montraville Flagg House | Elmwood Place | ca 1800 |
| Cobbler's House | 30 School Street | ca 1809 |
| Old Town Hall | Central Street | 1830 |
| John B. Gough House | Main Street | 1848 |
| Henry White House | 20 Central Street | 1869 |
| Bigelow Parsonage | 9 Scar Hill Road | 1873 |
| Town House | 706 Main Street | 1923 |

Cemeteries

There are two cemeteries in Boylston maintained by the Town. They include the Old Burial Ground in the Town Center at the intersection of School and Main Streets and the Pine Grove Cemetery on Scar Hill Road. The Old Burial Ground is closed for interment.

There has been a continuing program of phased expansion at the Pine Grove Cemetery over the last three years. Several sections have been loamed, graded and seeded. It is anticipated that roads in these new sections will be built and the water supply made operational in 2000. When this work is completed there is projected to be approximately fifty years inventory of lots. Additional area remains for further expansion.

Proposals and Recommendations

V-1 Vernal Pool Protection

Suggest that the Town through the Conservation Commission identify, evaluate and certify vernal pools so that they may be protected. The Zoning Bylaw and Rules and Regulations Governing the Subdivision of land should require that they be flagged and surveyed in the wet season by specifying the two or three months when designation can occur. Town Counsel should review such a provision.

V-2 Acquire More Conservation Lands Throughout the Town

Although there is a lot of conservation land that MDC owns around the reservoir, the Town could benefit from ribbons of land with trails connecting other open space areas of Town with the MDC land. Work with developers and landowners to acquire gifts, easements, or restrictions for conservation purposes. Work with Board of Selectmen, Finance Committee, and Capital Improvements Committee to develop support for appropriations for conservation land acquisition funding. The Town should initiate, when available, Self-Help applications for acquisition monies. To access these funds from the state, the Town would need to have an Open Space and Recreation Plan approved by the Department of Conservation Services in the Executive Office of Environmental Affairs. Conduct on-going reviews on the availability of land to purchase, especially critical Chapter 61 property. Establish positive relationships with these property owners.

V-3 Open Space Residential Development

Require use of Open Space Residential Development for subdivisions greater than eight (8) acres, or of three (3) or more lots in a new Rural Residence District north of Central Street. Wetland and floodplain areas deeded to the Town for conservation should include buffer areas and additional areas as necessary to allow trail access through the property being subdivided in order to connect to existing or planned future trail connections. Consider another option for those who insist on not developing under the provisions of Open Space Residential Development in order that they may by Special Permit develop their land on a parcel-by-parcel basis on a minimum of five (5) acres.

V-4 Community Center

At some point in the future explore the positive aspects of a Community Center for the Town to foster additional meeting, recreational and cultural activities. One suggestion at a public meeting was at the east end of the Town Hall on the lower and upper floors. Also, consider opportunities in a study of alternatives for promoting crafts and the arts through facilities for instruction.

Chapter VI

OPEN SPACE AND RECREATION

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Color GIS Maps (34"x44") on file with the Planning Board

Town & Cultural Facilities
Protected Open Space – MDC Map
1999 Chapter 61 Lands

OPEN SPACE AND RECREATION

Introduction

The Open Space and Recreation chapter covers civic appearance as well as open space and recreation planning for the Town. Civic appearance addresses the factors associated with improved aesthetics for Boylston. Public comment at meetings has reinforced citizen desire to retain the Town's rural character and to improve civic appearance. Areas covered include gateways to Boylston, scenic roads, signs, underground utilities, and maintenance of Town assets.

Following sections address open space and recreation resources. Facilities are inventoried, needs are identified and recommendations made.

The Wachusett Reservoir is such a large part of the Town of Boylston that consideration of how it can be a positive open space influence for the Town is very important. Policies associated with public access are reviewed. In a very real sense the reservoir and land owned by the MDC contribute significantly to open space and the rural character of the Town.

Open Space and Recreation Goals

Goals are the expression of the most basic community values that reflect the general agreement of the community about its future. The following goal statement for open space and recreation was established at the visioning workshops and subsequent public meetings.

- Protect ecologically sensitive areas as the town develops and allow for connective wildlife corridors between areas preserved as open space.
- Protect and improve conditions surrounding the municipal wells in order to safeguard the town water supply.
- Protect groundwater to ensure the quality of private water supply.
- Plan now and purchase lands for public open space and facilities such as school sites, playgrounds, and recreation facilities for residents of all ages.
- Connect existing open spaces with continuous walkways and bikepaths.
- Plan for both passive and active open space recreational opportunities.
- Negotiate recreational use of MDC property.

Action on some of the goals has occurred during this comprehensive planning process. For instance, a wellhead protection bylaw was passed at the 1999 Annual Town Meeting to protect conditions surrounding the municipal wells in order to safeguard the Town water supply.

Open Space and Recreation Assets

- Boylston Center presents a beautiful New England village image for the Town and it is of utmost importance to preserve this treasure into the twenty-first century.

-
- Purchase of the Hillside property by the Town for public facilities use and as a future land resource also protects some sensitive environmental lands.
 - The Tower Hill Botanical Garden operated and maintained by the Worcester County Horticultural Society is a permanent open space as well as a cultural and educational resource.
 - The Wachusett Reservoir lands owned and maintained by the MDC provide protected open space in the Town that maintains the rural character along State Routes 70 and 140.
 - MDC ownership also protects streams and wetland areas leading to the reservoir providing wildlife corridors reducing the need for the Town to make conservation purchases in these locations for that purpose.
 - The cost of Public Services Study conducted by the New England Agricultural Foundation documented that the public cost to maintain land for open space use is less than any other use; residential, commercial or industrial. The Town does not have to plan for services to the nearly 40% of the Town owned by the MDC as permanent open space.
 - Purchase by the Town of the Hillside property provided immediate use of a soccer field and the potential exists for at least temporary additional recreation facilities.
 - Two private golf courses of high quality provide recreation opportunities for residents, roadside scenic beauty, and at least temporary preservation of open space. The Mount Pleasant Country Club is a member only facility while the Cyprian Keys Golf Club is open to the public.
 - Boylston Elementary School and Tahanto Regional High School playing fields could provide some use for the Town's recreation program.

Civic Appearance

Gateways to Boylston

The first image of a town is obtained as one enters the community. Therefore each entry into Boylston should be made as appealing and inviting as possible. The design should reflect the overall image desired for the town as well as the character of the immediate neighborhood.

Two of the gateways into Boylston that currently need to be addressed on a continuing basis are the stretches of roadside along route 70 in the Morningdale neighborhood and along Route 140 from the I-290 interchange to Route 70, both entering Boylston from Shrewsbury to the south. Remedial planting of street trees along these two sections of roadway is the most important item in order to achieve improvement. The second item of concern is the control of signs. The Town through review of development proposals initially exercises both of these means of control. As part of the comprehensive planning process a big step was taken at the 1999 Annual Town Meeting when a zoning bylaw provision was passed requiring site plan review for all commercial and industrial uses.

The existing major gateways to Boylston that need to be maintained over time in their wooded New England roadside character include:

- Central Street connecting with interchange 24 of I-290

-
- Route 70 entering Boylston from Clinton
 - Route 140 entering Boylston from West Boylston

Existing minor gateways that are likely to become more important as the Town continues its suburban development include:

- Paul Tivnan Road (Sanatorium Road)
- Sewall Street
- Green Street
- Linden Street

Scenic Roads

The purpose of scenic road designation is to preserve the character and natural beauty of important roads in Boylston. Scenic road designation is allowed by M.G.L.c.40, sec. 15c. for any road other than a numbered route or a state highway. The area controlled is the public right-of-way, which includes the paved road surface and any landscaped areas in public ownership. After a road has been designated as a scenic road, any repair, maintenance, reconstruction, or paving work shall not involve the cutting or removal of trees, or the tearing down or destruction of stone walls, except with the written permission of the Planning Board after a public meeting.

The provisions of the "Scenic Roads Act" were adopted under Article 4 of a Special Town Meeting held May 6, 1974. All roads within the Town were designated as scenic roads with the exception of Routes 70, 140, and I-290.

Signs

The type of signs present in a community says a lot about the Towns' attention to design and the environment. It is important to actively regulate signs in order to prevent distracting and obnoxious signs or signs that infringe on the property rights of others. But regulation should not be so rigid as to stifle creativity. Observation of some of the most highly prized New England town or village commercial areas reveals they have a sophisticated sign regulation program which establishes an overall framework of sign control within which creativity flourishes. There have been some complaints and criticisms about signs in Boylston. The Planning Board should evaluate the effectiveness of the existing sign bylaw and amend it as necessary to achieve community objectives. The evaluation not only needs to look at the regulatory provisions, but assess how the expected design standards are conveyed and to what extent the present bylaw is being enforced. Another option is to make sign regulation part of the general Town Bylaws where a sunset provision can be incorporated whereupon in say five years all non-conforming signs must be removed.

Underground Utilities

Many communities improve their appearance by placing utilities underground. Dramatic visual improvements can be achieved. The cost to remove overhead wires can in many cases be justified by the marked improvement to the visual environment and the image of the town. Key

areas in Boylston where this might be the case include Boylston Center and other areas of historic interest. Boylston Center is very beautiful. It presents an exceedingly positive New England image for the Town and it is of utmost importance to preserve this treasure into the twenty-first century. This area is a prime candidate for putting electrical wiring underground and establishing period pedestrian lighting. A town may prohibit overhead wires and may require the phased in burial of existing lines in part or all of the town in accordance with M.G.L.c.166, sec. 22 A-N.

Maintenance of Town Assets

With limited town budgets, one of the first items to be cut is the maintenance of capital facilities. Although this is a very shortsighted practice because it shortens the life span of capital investment, it nevertheless is a reality. The Town needs to keep alert to this situation, since deferring maintenance causes what could be repaired for serviceable use over a long period of time to suddenly require early replacement.

Suspending building maintenance and routine cleaning items such as picking up litter in streets and around public facilities can quickly cause a town to look shabby and unkempt. Another readily visible item of lagging routine maintenance is potholes in the streets. Boylston needs to be vigilant about these details in order to keep the community looking its best and maintain citizen pride in their Town.

Open Space And Recreation Inventory

The following table is an inventory of the open space and recreational resources in Boylston. Associate with the facility name is whether the property is protected for its use in perpetuity, the facilities available at the location, and a few pertinent notes. The Town and Cultural Facilities map shows the location of these resources.

| <u>Type of Facility and Name</u> | <u>Protected Y/N</u> | <u>Facilities</u> | <u>Notes</u> |
|----------------------------------|----------------------|--|--|
| <u>Town Open Spaces</u> | | | |
| Town Common | N | | |
| John Fellows Memorial Park | N | 2 Tennis courts, lighted – 1 basketball | Water and parking |
| <u>Town Conservation Areas</u> | | | |
| French Brook | Y | | |
| <u>Town Recreation Areas</u> | | | |
| Morningdale Manor Park | N | 90' Baseball – Baseball | Soccer/Football overlaid |
| Hillside | N | 2 Tennis courts – 1 Basketball - Totlot 1 Soccer field - 1 Football field Fitness Trail – Walking trails | |
| Town Hall Gymnasium | N | 1 Basketball court Multi-purpose use | Or 2 cross courts (e.g. volleyball, gymnastics) |
| Scarhill Road | N | 1 Under 12 Soccer | |
| <u>School Recreation Areas</u> | | | |
| Tahanto Regional High School | N | Fields for school use | |
| Boylston Elementary | N | Fields for school use | |

| | | | |
|---|---|--|--|
| <u>Private Open Spaces</u> | | | |
| Tower Hill Botanical Garden | N | Arboretum – Education programs Conference space | Open to Public |
| <u>Private Recreation Areas</u> | | | |
| Mt. Pleasant Country Club | N | 18 Hole Golf Course | Membership only |
| Cyprian Keys | N | 18 Hole Golf Course – 9 Hole Par 3 | Open to Public |
| Camp Harrington - YMCA | N | Pond Swimming | |
| M. Gothing Property (leased to Town) | N | Swimming, Beach, Bathhouse, Parking | Fee to Town's people, (Summer access) |
| Worcester Rifle & Pistol Club | N | | |
| Boylston Sportsman's Club | N | | |
| Rocky Pond | N | Boat Access | |
| <u>State and Non-Profit Open Spaces</u> | | | |
| Falby Memorial Forest (NEFF) | Y | | |
| Fawcett Memorial Forest (NEFF) | Y | | |
| <u>Boylston Comprehensive Plan</u> | | | |
| Chapter VI: Open Space and Recreation | | 7 | Kenneth M. Kreutziger, FAICP March 2000 |

Summary of Needs

Resource Protection Needs

- Evaluation and certification of vernal pools so that they may be protected. One vernal pool is noted on the DEP (Department of Environmental Protection) data base on MDC property.
- Control of unsightly “mounded” or built-up septic systems that are out of character with a natural, rural countryside. Consider the impact of a potential taking, if not permitted or if an adequate appeal process does not exist.

Recreation Needs

The top six (6) recreation needs identified by the Parks and Recreation Commission are:

1. Construct two (2) more soccer fields at Hillside.
2. Reconfigure Morningdale sports fields to include three (3) baseball diamonds. Eliminate use of the area for soccer/football.
3. Establish a paved area at Hillside for street hockey.
4. Additional soccer fields under high-tension wires at Hillside.
5. Establish a playground at Hillside.
6. Build a stand for snacks at Hillside.

Recreation on MDC Lands

Public Access Plan

The *Wachusett Public Access Plan*, June 1996, is considered to be a fundamental component of a comprehensive watershed protection plan for the Wachusett water supply system. Although the MDC provided a high level of protection for the Wachusett system, greater control of recreational activity was deemed necessary to ensure adequate protection of the Wachusett reservoir. Policies resulting from the plan are based upon a detailed examination of MDC watershed lands for evidence of recreational impacts and a thorough review of current research on water quality impacts from recreational use of other sites located throughout the U.S.

The Watershed Management Division of MDC policy is to accommodate community needs for open space without compromising priorities for water quality protection. From the beginning, MDC has taken the approach that it must work in partnership with watershed communities and that a limited number of visitors could increase the overall protection of Wachusett watershed by being the “eyes and ears” for the MDC. This approach brings mutual benefits to both the community residents and the MDC by reducing trespass activities through self-policing of users, which will assure continued access to the public.

Recreational use of water supply resources has always been a controversial issue due to the inherent conflict between “use” and “protection” of these resources. Professional water works associations have traditionally maintained that recreational use of water supply resources is inimical to the prevention of waterborne disease due to the threat posed by humans and animals. Since 1958, the American Water Works Association (AWWA) has endorsed a policy that

prohibits recreation on reservoirs used for drinking water supply. The New England Water Works Association (NEWWA) has historically endorsed surface water protection programs that uniformly prohibit recreation on all source waters and limits recreational use of water supply land. The basic premise of source protection is that cleaner water will reduce the occurrence of disease causing-organisms and require less treatment to provide safe, potable water.

MDC's new policy for public access to the Wachusett system utilizes four "management zones" which allow different levels of access for specific types of activity within each zone. This strategy affords adequate protection of source water quality, while providing limited access for recreational use of water supply lands. The first zone provides primary protection of the water supply by prohibiting public access near reservoir intake structures. The second management zone includes watershed lands around the reservoir and nearby tributaries. New policy for this zone is generally restricted to walking, hiking, seasonal shoreline fishing, and cross-country skiing. All MDC land within Boylston is in these first two recreation management zones.

The second management zone includes all MDC land in Boylston around the reservoir, located outside of the Intake Protection Zone, which is north of Hastings Cove. While more activity is allowed in this zone than at the Intake Protection Zone, Division rules and regulations limit access and restrict the type of activities to minimize recreational impacts. This zone includes all MDC land around the reservoir that lies beyond the four-mile Intake Protection Zone, and other MDC land adjacent to the Thomas Basin and West Waushacum Ponds.

Access controls restrict entry to watershed lands through the use of steel closure gates and fencing to prevent motorized vehicles and domestic animals from entering. MDC fire roads provide official vehicular access through the entire Wachusett system. This road system was established to provide access for ongoing maintenance operations, police patrols, water sampling, forest management activities, and fire control. These gates serve as the only points of entry for pedestrians because fencing is located between these closure gates. The MDC also posts signage at these points of entry so that all visitors are educated regarding specific rules and regulations pertaining to each access point. Access is authorized from dawn to dusk only.

Use restrictions limit access to the reservoir and nearby tributaries to walking or hiking, seasonal shoreline fishing, and cross-country skiing. Shoreline fishing is allowed (350 CMR 11.09 (2)(A)10) on a seasonal basis and a valid Massachusetts fishing license is required. Opening day is April 1st, providing there is no ice, and the fishing season extends through November 30th at the reservoir. Cross-country skiing is authorized (350 CMR 11.09(2)(A)14) within this management zone. The Commission first authorized cross-country skiing in 1988, as a pilot program that would be observed for a period of four consecutive seasons of use to determine potential impacts on water quality. To date, the Division has not documented significant adverse impacts from this activity and feels that cross-country skiing poses a minimal risk to the water supply.

Summary of MDC Public Access Policy

| Management Zones | Prohibited Activities | Authorized Activities | Authorized Activities Requiring a Permit |
|---------------------------------------|--|--|--|
| Intake Protection Zone | None | None | Tour Groups (25 or more people) |
| Reservoir & Tributary Shorelines Zone | Swimming Wading Ice Fishing Motor Boating ATVs/ORVs Snowmobiles Camping Hunting Target Shooting Trapping Horseback Riding Bicycling Dogs & Other Pets Cooking & Fires | Walking/Hiking Shore Fishing XC-Skiing | Tour Groups Field Sports |

It should be particularly noted that dogs and other domestic animals are prohibited on all MDC watershed system lands under current regulations (350 CMR 11.09 (2)(A)13). Dogs pose a particular high risk of contamination because they go into the water and they have been identified as hosts of *Cryptosporidium* and *Giardia* pathogens, which can infect humans, as can be further spread by infecting resident wildlife populations. The U.S. EPA has cautioned water suppliers not to allow any warm-blooded domestic animals onto watershed buffers because current research into *Cryptosporidium* and *Giardia* is still relatively new and current technology cannot guarantee complete removal or deactivation of these pathogens from raw and finished water supplies.

Bicycling Potential

People in Town have discussed a bicycle trail along the Route 70 corridor from Morningdale to the Tahanto High School passing through the Town's Hillside property. Discussion has included whether some adjacent MDC lands could be included. If such a trail would have to be on private land or land owned by the Town, then there is a real problem because there are stretches along the Route 70 corridor where the MDC owns land on both sides of Route 70.

Bicycling is authorized at designated areas of MDC watershed system lands (350 CMR 11.09(2)14). However, the MDC has not designated or posted bicycle trails at the Wachusett

system and has not included bicycling in its regulatory signage as a prohibited activity. MDC believes that there is a great potential for increased usage of critical watershed buffers if bicycling was officially authorized. Bicycling is prohibited within the Reservoir and Tributary Shorelines zone due to the potential for increased human activity and the potential treats posed to water quality.

Proposals and Recommendations

VI-1. Route 140 Landscape Buffer

Improve the civic appearance of the Route 140 corridor. Establish an overall plan for landscaping of the corridor as a guide for working with the State and landowners. The Planning Board with support of the Board of Selectmen should provide direction. Amend the Zoning Bylaw to require a 20 foot landscaped strip with street trees along the corridor for traffic control, safety and the general welfare of the public.

VI-2. Gateway Improvements

Prepare specific plans and budgets for enhancing the Route 140 and Route 70 gateways into Boylston from Shrewsbury.

VI-3. Scenic Roads Review

Improve civic appearance by ensuring that all work in Town road rights-of-way is reviewed by the Planning Board as allowed by Boylston's adoption of the State legislation. All roads in Town are designated "Scenic Roads" except the state routes.

VI-4. Underground Utilities

Seek to place utility lines underground, where possible, with priority given to the Boylston Center area.

VI-5. Street Landscape Standards

Insure that the subdivision requirement for street trees is enforced and possibly reduce the suggested interval from 75 feet to 50 feet. This standard should also be applied to the review of commercial and industrial properties when they come up for site plan review.

VI-6. Design Review Board

Establish a citizen advisory Design Review Board to provide design advice on projects and proposals to property owners, Planning Board, Zoning Board of Appeals, Board of Selectmen, and other town entities. One of their first tasks would be to develop design guidelines.

VI-7. Septic System Review

Require any unnatural shaping of topography for "mounded" or built-up septic systems to occur in the backyard through regulation in the Subdivision Regulations and Zoning Bylaw. Note: the consultant is not aware of use of this provision in other towns, so recommends evaluation by Town Counsel.

VI-8. Public Access to Stream Corridors

Find ways to make stream corridors more accessible to the public for leisure time activities and part of a more visible open space system in the Town, creating a more beautiful Town.

VI-9. Greenbelts on Private Property

Encourage and cooperate with private owners and institutions to allow a measure of public access to private open space lands, where possible. Seek conservation restrictions and walking easements with private property owners particularly to establish greenbelts when public ownership is not possible. Cooperate with neighboring towns on trail systems; promote intertown trail systems.

VI-10. Chapter 61 Lands for Potential Purchase

Evaluate Chapter 61 lands for potential public purchase. One of the greatest advantages to the public sector of Chapter 61 lands beside the tax incentives for the owner to keep the land in open space, is that the Town has the right of first refusal if the land is put up for sale. However, most Towns cannot consummate a purchase within the statutory 120-day time period. For those parcels critical for public purchase, determine how they would be funded within the allocated one hundred and twenty (120) day time period, e.g., establish a fund.

Chapter VII

SERVICES AND FACILITIES

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Color GIS Maps (34"x44") on file with the Planning Board

Town & Cultural Facilities

SERVICES AND FACILITIES

Introduction

The services and facilities chapter assesses the current adequacy and future physical needs of Town government to provide public services to its citizens. A department self-assessment was used as a means to initiate the analysis and public discussion. This methodology thus started with an assessment from the perspective of the staff most responsible for the daily operation of each department. Since the Town Administrator was beginning to institute a Capital Improvement Program (CIP) in the Town and needed similar information, a joint information gathering process from Town departments, boards and commissions was developed. Reports and studies previously prepared for the Town were reviewed.

A “town” is an area with legal boundaries, where elected and appointed town officials administer local bylaws and regulations applying only to that town. Owners of residences and businesses pay property and other taxes for the services provided by the town and for the use of that town’s physical plant, such as schools, street network, playgrounds, library and town offices.

The quality, extent and cost of town services and the physical facilities through which town services are provided are important aspects of the town and, therefore, major elements of a comprehensive plan for the future of the town. The town meeting, through its budgetary powers, determines the allocation of taxes for various purposes and agencies, subject to the requirements of state laws, to the legal and contractual obligations of the town, and to the need to maintain the physical plant in functioning condition.

The Commonwealth (state) provides financial aid to the cities and towns, but such aid, known as the “cherry sheet”, does not keep up with the increasing state-mandated expenditures and with inflation and other “built-in” cost increases. Therefore, the towns have to furnish an increasing share of the growing costs and that despite the limitations of “Proposition 2 ½”.

Public Services and Facilities Goals

The following goals were developed as a result of three public workshops in the visioning process throughout the winter of 1994-1995. Two of these were half day visioning sessions and the third was a workshop for public adjustment of the draft goals.

Professionalize the administration of town government to match the growing needs of the town, which demands more day-to-day administrative attention, and coordination of activities.

Optimize fiscal procedures within the town, broaden the tax base and proactively seek funding sources. Control the balance between school and non-school expenses through communication and cooperative actions.

Establish a detailed capital improvement planning process for the town.

Install sewerage system for the town in critical areas to correct adverse environmental conditions, to protect water supply resources, and to encourage economic development.

Build sufficient new municipal facilities to handle administrative and public safety services for the town.

Actively pursue creative educational improvements and funding sources to maintain and improve educational opportunities for our young people to compete in the 21st century and to sustain property values.

Increase the number of residents actively involved in town government and community service.

Progress Toward Public Services and Facilities Goals

Most significantly, the visioning sessions in the winter 1994-1995 showed the number one concern of residents to be the unresolved status of a prime 300-acre parcel of land, owned by Digital Equipment Corporation, which had been for sale for a number of years. The property is an idyllic hillside setting, has significant historical value to the Town and was previously a private school. Digital had developed detailed plans for a 70 million-dollar corporate training center on the property, which were canceled as their business was in decline. Citizens showed a strong desire for Town ownership of the property. Existing buildings could be used for Town offices and a police station; both needed facilities that were already being discussed.

As a result the master plan process was interrupted to conduct an accommodation study for the property and then a highest and best use study including an appraisal to determine the value of the property. The Town tried unsuccessfully to negotiate a purchase from Digital and subsequently took the property by eminent domain for a purchase price in excess of 2.5 million dollars. The property now provides offices in existing buildings for municipal government, police department and temporarily for grammar school children while the elementary school at another location is expanded and renovated.

The second significant development from the visioning sessions was a concern that the Town needed a full time Town Administrator. The selectmen who were at the sessions saw this concern and by Town Meeting in May of 1995 had approval to create a new full time Town Administrator position reporting to the Board of Selectmen. The Town Administrator has greatly improved the quality and efficiency of government services in Boylston. All other members of municipal government are part time.

Town Administrative Offices

Town Hall

Adequate space exists at the Hillside Town Hall offices for at least the next fifteen to twenty years. The Town moved its offices into the building during 1997 opening for business in

December 1997. Previous uses included a private elementary school and most recently a training facility for Digital Equipment Corporation. Prior to moving in the services of an architect were used for programming of the space. The second level of the Town Hall is being leased to a tenant but before it could be used as Town offices it would need to be made handicapped accessible meeting ADA requirements.

However, beginning with the 1999-2000 school year, town offices were at scattered locations in the Town with the Town Administrators office moved to the second floor to allow for use of the facilities by the elementary school while the present school is being added to and renovated for additional capacity. This was necessary in order to provide for the education of elementary students while at the same time limiting costs for rehabilitation and addition to the space. The situation has caused major disruption in the provision of Town administrative services. It is planned for the Town offices to move back into the Town Hall during the summer of 2000.

Some improvements to Town Hall spaces will be needed in the near future to optimize efficiency and flow of administrative services. This work will be accomplished, as funds are available in the normal operating budget. Discussions are currently under way to provide "one stop shopping" for all people whom come to Town offices to inquire about development approvals. This would require the reorganization of some offices and the need for some modifications.

Several offices have identified the need for computers in order to conduct their day-to-day operations and to provide storage systems for records. The Town departments that do have computer systems cannot exchange data with each other. The Town Administrator reports that this situation causes delays, necessitates duplicate data input, and results in some data errors because of keying mistakes in the duplicate data input. It is proposed that an appropriation goes before the May 2000 Annual Town Meeting for the installation of a local area network (LAN). The LAN project will require a consultant to recommend and install the solution. Such a system would allow Town offices to share data and communicate with one another.

Currently each department in Town Hall has its own telephone number and is responsible for answering and relaying calls as necessary to an appropriate number. This results in unanswered calls and too many forwarded calls. It also creates inefficiencies because it frequently requires some time seeing that a caller gets to the right phone number taking away from work time of that department. A central Town telephone number can solve this problem and provide better service to residents. Although such a system is being discussed it has not been scheduled nor has the cost been estimated. The Town administrator is looking to initiate such a system in the fiscal year after next. There would certainly be a benefit of better service but it will come at some cost yet to be determined.

The air conditioning system in the Town Hall office building needs to be repaired or replaced. The system is old and does not cool the upper level of the building in the summer. This puts the Town in violation of its contract with the CJA School that pays rent to the Town for using the second floor. The CJA is a good tenant and the Town cannot afford to risk losing them from a financial support standpoint. The total expense of what is needed is not known but the current expectation is that the payoff period would be short and therefore it would be important to have

the improvement soon in order that the system be effective and the tenant retained. It is anticipated that this improvement would occur within the next two budget years.

Other Hillside Buildings

The second level of the Police Station could be rented if the space were to comply with ADA requirements. An elevator would be required in order to have appropriate accessibility to the second level. The school district is considering renting this space for the Superintendent's office and staff. The cost of the elevator and associated installation is estimated to be \$120,000 to \$180,000. If the rental can be approximately \$40,000 per year, then the payback would be excellent. If a long-term commitment could be made for the rental, then budgeting the improvement to meet their schedule could be profitable for the Town.

The roof of the barn structure next to the gym is leaking. This barn is a useful structure for the storage of equipment and furniture. Repairs need to be made soon in order to prevent the building from deteriorating further. These repairs are anticipated to cost in the range of \$5,000-\$8,000. Another item to preserve this building is the replacement of the barn windows that are in poor condition. The cost of this building repair item is unknown but is not anticipated to be large.

There is a larger barn between the Town offices and the Police Station just beyond the parking lot to the southwest of the Police Station. This building is in need of unspecified repairs. It currently contains some highway department equipment and storage of fixtures and other equipment taken from the Town Hall when converted to town office use. When the high school students at Tahanto studied the Hillside property they identified this building as a potential teen center.

Some repair to stabilize the Gough House was undertaken shortly after the Town took possession of the property. Nothing has been done since that time and further work will need to be done shortly to maintain the integrity of the building. The Historical Commission is seeking \$10,000 for a study to determine the condition of the Gough House and the cost of its restoration. The Board of Selectmen voted some money for a feasibility study to occur this spring. A fairly detailed study estimated to cost around \$10,000 is needed in order to apply for potential grants for the restoration of the property. There is a potential for funding outside of public funds but a source has not yet been identified. Current thoughts include restoration of the main portion that is the historic part of the building with rehabilitation of the addition to the rear. Potential uses include offices for non-profit organizations and public meeting space.

Much needed renovation has been completed at the Flagg House in order to preserve its current condition. Items recently renovated include the roof, scraping and repainting of some siding, and furnace repair. Additional items required include some further roof repair, window replacement, and gutters. These costs are unknown but are not expected to be large. There is a barn to the rear of the house, which had been used as a meeting facility, and it is reported to be in need of repair that is unspecified.

Police Department

The Police Chief reports that the department's effort to keep the criminal element out of Boylston has been working well for the last several years. Aggressive patrol procedures, which include extensive motor vehicle stops, have helped to keep housebreaks down to an all time low. Working mobile data terminals have helped to monitor traffic and who is coming in and out of the community.

Needs Assessment

The reduced staff of the Police Department has been identified as a problem. This results in a lack of people to delegate specific jobs and responsibilities. There has been a general inability to retain personnel. This situation has been judged to be precipitated by a lower than desirable pay scale, the time frame for getting requests approved and getting personnel hired, and the level of funding available for training of dispatchers and other personnel. Currently two police officers are being supported from grants awarded to increase the number of sworn officers in the department but due to attrition these funds are supplanting local funds for a reduced staff. Over recent years the police department has not had the programmed complement of officers and equipment at the same time.

With their recently renovated facility at Hillside, the Police Department currently has sufficient space to conduct its business in a professional manner. The department is currently under staffed by three to four full time officers. This has caused a need for overtime and operating some shifts with only one officer. Because of vacations and other scheduling needs the staffing level requires that part time officers work by themselves at times. The current staff includes the following:

- 1 – Detective Sergeant (Acting Chief)
- 1 – Patrol Sergeant
- 4 – Patrolmen
- 6 – Part-time Reserve Officers
- 2 – Provisional Officers (no arrest powers)
- 3 – Full Time Dispatchers
- 5 – Part Time Dispatchers
- 1 – Secretary

Traffic accidents at certain locations along Route 140 have recently been the subject of discussion among many individuals within the community. The Police Department feels that they cannot solve this problem. However a monitoring of traffic in the area at key times, and the use of the Town's electronic speed sign, can assist in slowing traffic down, which in turn will cut the number of accidents.

The Police Department has always been a leader with new technological advances. There has been a problem however, because there continues to be a lack of funding to properly train officers and dispatchers to operate and use the equipment. The department identifies a need to

purchase two new cruisers in one fiscal year in the near future. This would bring the fleet of vehicles up to par and allow a continued rotation of vehicles with a single annual purchase.

Future Vision

The future vision for the Police Department is the need to be back to ten full time officers as soon as possible. There should also be four part time officers. One of the full time patrolmen should be a plain-clothes detective on a full time basis with other duties when the caseload is slow. The organization also needs the identification of a head dispatcher who has the responsibility of scheduling staffing, monitoring performance of the dispatchers, in charge of computers, and responsible for the training of dispatchers. In five years it is anticipated that there will be a need for the addition of a lieutenant, but beyond that, the department cannot project what their needs might be.

Fire Department

Needs Assessment

The major question for the Fire Department in looking at its future capital needs is the reliability and availability of equipment because a breakdown or the unavailability of equipment in an emergency could be dangerous. Currently the fire department has four pieces of equipment that are in good operating condition (1979, 1989 and 1994 pumpers, and a 1989 tanker). The following equipment and the desired replacement times have been identified but the cost for each piece of equipment is unknown at the present time.

| <u>Equipment</u> | <u>Age/Year</u> | <u>Year for Replacement</u> |
|-----------------------|-----------------|-----------------------------------|
| Rescue Truck | 19 | 1+ begin consideration to replace |
| 4WD Pumper | 20 | 1+ begin consideration to replace |
| Reo Forest Fire Truck | 1952 | Assess need for equipment |
| Pumper | 1979 | 5+ years for replacement |

More serious analysis needs to be made of the needs, priorities and costs of the fire equipment as well as other major equipment purchases in the Town. Such analysis needs to describe the rationale for replacement and compare it to known standards or potentially identify the practices in communities of similar size and conditions. Equipment that is within the capital improvement program five-year budget needs to have an accurate cost estimate associated with it that is particularly reliable if it's within the next couple budget years. Additional justification for vehicles and other appropriate equipment needs to analyze repair of old equipment versus purchase of new equipment, the useful life of the equipment, and the potential cost benefit of purchase or lease.

Future Vision

In recent years there has been an increasing problem of having enough people available during the daytime to answer fire and emergency calls. During the day there are usually only five or six people available for ambulance and fire duty. Usually at night there are sufficient people on call. At some point the Town will need to consider paying for full time firemen. To maintain an acceptable level of personnel it may be necessary to have two or three fire/medical persons on day shift estimated at a cost of \$40,000 per person or a \$120,000 per year. Another problem area is that of dispatch. Regional dispatch with neighboring towns is being considered and evaluated.

Highway Department

Needs Assessment

The current need of the highway department is replacement of a front-end loader. This item has been requested and set aside for the past five years. The present equipment is a 1986 model (13 years old). It is vital to the operations of the department in both road repair and snow removal. A major breakdown could put the machine out of business indefinitely because of the unavailability of replacement parts, as well as the high cost of replacement parts that are available. This equipment replacement is estimated at a cost of \$160,000.

Future needs include a replacement dump truck and backhoe. The Town's two-year-old Ford dump truck should be good for ten or twelve more years. The 1986 International dump truck should be good for three more years. A new truck with plow and sander would cost \$95,000 at today's price.

The Town has a surplus military backhoe. This unit has no cab and suffers from spare parts problems. Serious consideration should be given to buying a commercial unit with the cost estimated at \$60,000. The time frame for its purchase has not been established.

A future highway department garage facility has been discussed. Determination has not been made as to when a new facility will be required and no program for space has been outlined nor a cost estimate put forward. One possible site discussed has been the Sewall Street gravel pit. Because this site is within the Zone II recharge area of Morningdale wells #1 and #2 with the soils being of sand and gravel, the site is not appropriate for vehicle maintenance and repair or the bulk storage of materials such as salt for the roadways. A more appropriate site would also be somewhat removed from the elementary school on Sewall Street. An area with fairly direct access to the Town's major road system is also an important criterion for the location of a highway garage facility. Due to continuing development it will be important to earmark soon an appropriate site for the highway department garage facility and secure the site in public ownership.

Another factor affecting highway department capital needs in the future is the amount of State funds made available for roadway improvement. These funds are commonly referred to as

State Chapter 90 funds. Cross Street repair is scheduled to be finished in 1999 and will use up all existing available Chapter 90 money. The State has only appropriated \$49,000 for Boylston for FY 2001 beginning July 1, 2000. The Town has scheduled to fix Mill Road and Sewall Street next. The estimated cost of those projects is \$250,000. The Town can phase the projects, wait and collect enough funds to do either one or both of the projects, or fund some of the costs out of the Town budget.

Future Vision

As mentioned in the circulation section, the Town should have a roadway management plan with all future projects scheduled for a period of five to ten years in order to maintain the roadway system to the level of repair desired by residents. This might likely include the need to continually fund a portion of roadway repair out of the Town budget in order to maintain the system in the manner desired and to protect the Town's roadway investment so that delayed routine maintenance does not become more costly replacement.

Parks and Recreation

Parks and Recreation has not had a strong presence in Town for many years, and previously has lacked in fiscal support. With a growing population and increasing school enrollment, there is a greater need for services. Currently Parks and Recreation is playing catch up to upgrade facilities and programming and they are not satisfied with their ability to deliver services. The addition of an administrative assistant and an answering machine has made a significant improvement in their ability to respond to the needs of the community.

Their judgment of service adequacy is based on their analysis that the diversity of programs and facilities is not equal to that offered in surrounding towns. It must be realized that Boylston is a small rural town, people have moved there for that reason, and as such its financial resources are not as extensive as larger communities. At present, the commission does not have budgetary or financial concerns. The commission feels that many Town residents are not aware of the existence neither of Parks and Recreation nor of its mission for the Town.

Needs Assessment

The Parks and Recreation Commission feels the existing facilities fall far short of meeting current need. Generally they see a significant shortage of field space to conduct the sports programs that are in demand within the community. The Parks and Recreation Commission make the following evaluation:

Baseball/Softball Fields: Boylston Youth Baseball currently has 2 fields at Morningdale Manor. They have requested one additional field. One adult softball field is also needed. Plans are to add one baseball field, and one adult softball field at unspecified sites. Current baseball fields require outfield fences, dugouts, and field upgrading for safety purposes.

Soccer Fields: Boylston Youth Soccer currently has 3 full size fields available. However, two of these fields will not be available in the near future. One field will be lost when baseball installs the outfield fences, and the other field will be lost if the Cemetery commission denies access to the Scar Hill field. Plans are to add 2 ½ soccer fields, preferable adjacent to the existing Hillside Field.

Football Fields: The town currently has one new football field. No additional football fields are needed. If the football field needs to be moved from the current location, a new location will need to be determined.

Tennis Courts: There are currently 4 tennis courts in Town. No additional courts are needed. The courts at Morningdale Manor are in good condition. These courts need to be completely enclosed with a fence. The Center courts are in poor condition and need to be completely resurfaced and enclosed with fencing.

Outdoor Basketball Courts: Boylston has 2 outdoor basketball courts. Four outdoor courts are needed. Existing courts at the Center and Morningdale Manor are in good condition. Additional two courts (set at 8' height for younger children) are needed. Location is preferable at the elementary school.

Indoor Basketball/volleyball/Badminton: Boylston parks and recreation has one 60' x 80' gym and possible limited access to the elementary school.

Playgrounds: Boylston has miscellaneous playground equipment at the Manor and at the Center. Most of the equipment is outdated. Recently the Kids Kingdom Playground at the elementary school was demolished and has not been replaced. The existing Manor playground equipment needs to be relocated within the current location. Some of the equipment will need to be repaired or replaced. All the current equipment needs to be evaluated for safety improvements. A fence to enclose Morningdale Manor is needed to keep cars from damaging the fields. An additional playground to replace Kids Kingdom is needed at the hillside site near the soccer fields.

Outdoor Pavilion: Boylston currently has no outdoor pavilion. Boylston Parks & Recreation would like to build a 40'x80' pavilion at the Hillside site.

Street Hockey Court: Boylston currently has no street hockey courts. Often unauthorized play occurs on the tennis courts. This activity destroys the tennis nets and is a safety issue. An enclosed area for a street hockey site is desired.

Swimming: Boylston currently leases Sewall Beach on a year-to-year basis. The owners have been very supportive of the Town using the beach. The current plan is to continue to use Sewall Beach.

General Purpose Field: Boylston has no fields set aside for general-purpose play area. An area for general recreational (non-league) play needs to be set aside.

Parks and Recreation Office: Parks and Recreation has no current office. A possible office location needs to be set aside at the Municipal Office Building.

Staffing for the Parks and Recreation Commission is a part time administrative assistant, an elected volunteer board and volunteers from the Town. The commission believes that a full time administrator is needed to bring the Town in line with other towns. Other towns have Parks and Recreation administrators. Boylston also needs dedicated maintenance resources.

Equipment for Parks and Recreation is for the most part satisfactory. The biggest issue is the lack of resources to offer the diversity of programs that other towns are offering.

Future Vision

The Parks and Recreation Commission would like to see the following additional facilities within the time periods of two years, five years and ten years.

Two Years

2 ½ new soccer fields at Hillside
1 additional baseball field

Enclose Manor Park with fence
Playground at Hillside

Five Years

Full time administrator
Tennis court rebuilt at the Center
Pavilion

Parks & Recreation office
Street hockey court

Ten Years

Adult softball field/all purpose field

Parks and Recreation sees the need to create a Web site to improve communications. The Town may likely desire to have a Web site as a public service to the entire population. At that point the Parks and Recreation activities could be a section of the overall Town site.

Library

The Boylston Public Library, a two and one-half story bulletstone building of about 4,000 square feet, constructed in 1904 for a population of 1,370, is now serving a town of 4,000 residents. There have been no additions or renovations in nearly 100 years, with the exception of creating a children's room and public restrooms in the basement about 20 years ago. There is a ramp attached to the front of the building, which allows handicapped access to the main floor; however, there still remains no handicapped access to the main stack area, the children's room or public restrooms. When originally constructed, the building housed about 5,000 books; it now holds over 28,000 items of various media. Preliminary projections suggest a need for at least 10,000 square feet for library service for the next 20 years. There is existing space on the lot to accommodate such an expansion.

The Wisconsin Public Library Standards includes charts comprised of four areas: volumes held per capita, periodical titles received per 1,000 population, audio recordings per 1,000 population, and video recordings per 1,000 population. The information compiled under each category is then broken down to show what constitutes basic, moderate, or advanced service for town of various sizes. In each of these categories, the statistics for Boylston Public Library showed that it holds on its shelves more material than is typically found for those libraries providing advanced service. All statistics on the following chart represent what is expected for towns with populations 2,500-4,999:

| | Basic | Moderate | Advanced | Boylston |
|-------------------|--------------|-----------------|-----------------|-----------------|
| Volumes held/cap | 3.90 | 4.62 | 5.23 | 6.18 |
| Periodicals/1,000 | 16.06 | 19.19 | 21.81 | 27.25 |
| Audios/1,000 | 62.78 | 87.24 | 136.32 | 213.25 |
| Videos/1,000 | 111.35 | 155.83 | 191.87 | 264.00 |

Boylston Public Library's primary mission is to provide popular materials. These materials include fiction and non-fiction books of current interest as well as periodical and audiovisual materials for the cultural, educational, and recreational interests of the community.

Needs Assessment

There are no study areas – actually no quiet areas exist at all. There is a worktable in the reference room, but the room opens onto the main foyer, where the library's main entrance and the circulation desk are located. There is also one small table in the children's room.

There is no separate meeting area. The reference room and, occasionally, the children's room currently serve as meeting space. The 'multi-purpose' space inhibits patrons who need to access the materials while meetings are being held and interrupts meetings. This situation is due to lack of access, resulting in patrons climbing over meeting participants to reach materials. Furthermore, when the children's librarian is presenting a program, a patron expects to be helped just because the librarian is right there.

Because the building is so old, very few electrical outlets were included in the original plans, and the walls were constructed in such a way that adding new outlets is difficult. In this age of electronics, the library staff is reduced to using power strips and running extension cords; this situation is particularly dangerous in the children's room. Also, wherever there is an outlet, it is located near the floor, which poses a particular safety hazard in the children's room.

Handicap access is a problem throughout the building. Although a ramp was added to the front of the building a few years ago, it was really only a stopgap measure. It does provide handicap access to the main floor; however, there is no handicap access to the balcony where the majority of the non-fiction collection is shelved. There is also no handicap access to the basement where the children's room and restrooms are located.

As the collections have grown over the years so has the space needed to process and repair these materials. Presently, there is no separate workspace. All processing, in both the adult and children's areas, is done in public areas in plain sight of the patron. Often, 'works in progress' spills over to the circulation/return counter, since that is the only large flat space. This lack of space gives both areas a cluttered look and is extremely inefficient.

There is no separate office space for the children's librarian or the assistant director. The library director's office also serves as the library's file room, the town vault, and miscellaneous storage. Consequently, the staff frequently needs to utilize library patron space to complete projects.

Lack of shelf space is a constant problem. As new formats are introduced, patrons expect the library to supply videos, audio books, CDs, CD-ROMs, as well as various regional and co-op collections. Stand-alone shelving and display racks have been purchased but items are still crammed. It is frustrating for patrons not to have certain items shelved together or in reasonable order. The free standing shelving also eats away at the limited open space. Additionally, the staff has to limit what is purchased or borrow and weed aggressively. The children's librarian actually removes some books, particularly those with seasonal subjects, for periods of time to make room for other books. There is no place in either the adult or children's area to set up displays of new or seasonal books, books for projects, or any other type of display.

Future Vision

The library hopes to attract many new users in an expanded facility. With complete handicapped access to all floors and restrooms, disabled citizens will find the library more user-friendly. With expanded shelf space, the collection can grow and those who are passing us by to do "one-stop-shopping" in larger, neighboring libraries will return. With expanded floor space and upgraded electrical service, we will be able to add computers and online services and databases to better aid students and other researchers. With a separate area for story hours and a meeting room, patrons will be able to browse the shelves, use the photocopier, or check out books without disturbing any programs that may be going on concurrently.

The increased use of the children's room over the last few years has indicated that the need for children's services will continue to grow. Young families with small children are occupying the majority of new houses being built in town. It appears to be a priority of these parents to see that their children make use of children's services. An attractive new area with lots of space could only increase and improve the beneficial service provided.

It has been documented that the Boylston Public Library is getting busier, with most of the increase in patrons coming from the children's room. Circulation in the adult area is dropping slightly each year, but this trend could be stopped if there was a larger area with more shelf space so that the staff would not need to weed so aggressively. With a larger area, the library would have more available materials for their patrons and less need to look for alternatives (e.g. larger libraries, interlibrary loan). If residents realized that the library could provide the same goods and services as some of the nearby larger libraries, they would use the Boylston library more.

Council on Aging

The Council on Aging (COA) was established in 1974 to meet the needs of the Town's senior residents. The Council currently provides a variety of educational, social, and recreational activities. A seven-member committee appointed by the Board of Selectmen governs the COA. There are also associate members. The Council meets monthly in the Town House. The 1990 census indicates that Boylston had approximately 575 residents who were 60 years of age or older (approximately 15 % of the town population). The 1996 census indicates that Boylston has approximately 650 residents who are 60 years of age or older (approximately 18% of the town population). This represents a 13% increase over the six-year period. Based on this trend of population increase the Town should expect that services for seniors could be expected to grow.

The Council receives funding by the Town through a budget appropriation approved at the Annual Town Meeting. The Council works in cooperation with the Central Massachusetts Agency on Aging and the Massachusetts Executive Office of Elder Affairs (EOEA). Each year the Town applies for and receives a grant from EOEA to use for programs not funded by the Town.

The two most important programs provided by the COA include meals and transportation. A hot lunch operates twice a week on Tuesday and Thursday at twelve noons at the Town House. This service is provided through the Age Center of Worcester Elderly Nutrition Program for a minimal donation by senior citizens. Reservations are required 24 hours in advance and door-to-door van transportation can be arranged. Meals on Wheels can be provided if needed five days a week.

The Worcester Regional Transit Authority (WRTA) through the Assabet Valley Councils on Aging Transportation, Inc. (AVCOA) provides transportation services, which is a regional special transit service coordinating rides for residents of Marlborough, Northborough, Westborough, and Boylston. Residents of these towns can ride AVCOA if they are 60 years or older, use a wheel chair, or are handicapped in other ways. Fares are minimal or at no cost depending upon destination. There are no restrictions for in town trips though priority is given to medical, grocery or nutrition trips. Medical trips receive priority for out of town. AVCOA is regularly in Boylston two days a week currently on Tuesday and Wednesday with special shopping trips scheduled on Wednesday. Reservations are required and a minimum of six people is necessary for shopping trips. A limitation for many residents is that AVCOA does not transport after 5:00 p.m.

The Council on Aging does not have a facility of their own but operate their programs out of the Town House through reservation of this public facility. The COA previously had a drop in center with scheduled weekly hours but presently it is not in service. A senior group however meets on the second Monday of the month to play beano or have scheduled trips. The COA hosts an annual party for volunteers for in excess of 50 people. A need seen by the Council to greatly assist in providing the services would be for someone paid to answer the phone 10-15 hours per week. The majority of the active seniors in the group are in their 70's and 80's. The monthly senior club meeting draws between 40 to 70 people. Many seniors in Boylston do not

use the services provided by the COA on a regular basis because they are able to make arrangements with friends and family.

A number of other miscellaneous services can be provided to senior residents of Boylston 60 years of age or over. Homemaker services can be arranged through the Elder Home Care of Worcester, which has income limits for eligibility. Fuel assistance is possible through Worcester Community Action Council, Inc. Free legal advice and representation is possible in the areas of government and health care benefits, housing, protective services, guardianship, nursing homes, etc. Seasonal services include the flu clinic and tax assistance by appointment.

Schools

The Berlin-Boylston Public Schools provide an array of academic and student support to the students at all grade levels. Regionalization between two towns has to be a give-and-take proposition, and it is not always easy. The Union and Region have been in place for over thirty-five years. Alternatives have been considered from time to time, but they have never seemed to offer greater improvements or better solutions. Neither Berlin nor Boylston aspires to become large growth communities. As long as the two towns can maintain stability and good education at affordable costs, the small size of the operation appears to be a tremendous benefit to all concerned.

This past year, 1999-2000, Boylston has been in the midst of creating a new elementary school through a building program of renovation and addition to the existing elementary school. This has involved relocating students to various locations including Tahanto and moving Town offices out of Hillside to accommodate classrooms.

Definitive planning and hiring of the architect began in 1994. An evaluation of the school facilities constructed in 1954 and augmented in 1967 had a capacity in 1995 of 227 students for grades K-6 with 333 attending, which was 106 students above an adequate, reasonable but not ideal capacity. However, when current requirements were applied, several teaching spaces required were not available, i.e. computers, technology in the library (similar to Tahanto Regional High School), small group teaching, adequate offices, adequate kitchen, storage, a gym, science lab, and a second room for special education. All of these facilities will be provided in the new elementary school along with space to handle some new growth, which is on schedule to open in fall 2000. The planned capacity is 425 students.

A few years ago, 1994, a major change was made in the method of teaching students in grades seven and eight. The seventh and eighth grade program moved from a junior high concept to a middle school concept. Parents, teachers, guidance counselors and administrators at the school investigated the transition. The idea of better meeting pupils' academic, social and emotional needs was at the heart of the move to a middle school concept and there has been a highly successful transition into a separate wing at the school.

School Enrollment

Population in the elementary school is projected to rise from current enrollment of 368 to 377 in the 2001-02 school year and then decline to 342 in 2004-05. New England School Development Council (NESDEC) uses a modified cohort survival model that includes historical enrollment data, and a set of assumptions regarding births, migration rates, retention rates, etc. The next year is the most reliable with following years less reliable up to a five-year period.

Additional new house construction could add significant population increase. Housing construction has averaged 21 dwelling units (D.U.) per year over the last decade. The number of school children that would be generated over ten years from such new construction is shown in the table below using generation rates from statistics developed in 1993 by the US Census Bureau from 1980 to 1987 data.

| <u>School Children Generated from New House Construction</u> | | | |
|--|-------------------|-----------------------|---------------------|
| | 4 BR SF House* | 21 D.U.** per Year | 2000-2010 10 Yrs |
| K-6 | 0.619 | 13 | 130 |
| JHS | 0.129 | 3 | 30 |
| HS | 0.127 | 3 | 30 |
| Totals | 0.875 | 19 | 190 |

*Source: US Census, 1993

**Boylston Average Building Permits 1990-1998. Typical house is 4 bedrooms.

School Children Generation Rate Applied to Boylston Education Structure

| | Students Per Year | Students 10 years |
|--------|----------------------|----------------------|
| K-6 | 13 | 130 |
| 7-8 | 2 | 20 |
| 9-12 | 4 | 40 |
| Totals | 19 | 190 |

Current projections for the elementary school show the number of children increasing from the 1999-2000 school year of 368 to 377 in 2001-2002 and then decreasing to 342 children in 2004-2005. Assuming average growth of new housing units at the rate of 21 du/year (dwelling units per year) is added to the school population as projected by NESDEC in their modified cohort survival technique for K-6 in 2004 and for Tahanto in 2009, then the total enrollment would be as illustrated below. Although there is not a methodological basis for this addition to the model, it shows the impact of anticipated growth on top of projected student enrollment from existing class size and historic trends.

Modified Growth Scenario for 2009-2010 School Year Adding
School Impact of Typical 4 Bedroom Houses at 21 Per Year

| | Projection | 21 D.U. Per Year | Total |
|-------|------------|------------------|-------|
| K-6 | 342 | 130 | 472 |
| 7-8 | 87 | 20 | 107 |
| 9-12 | 176 | 40 | 216 |
| Total | 605 | 190 | 795 |

If such an additional generation rate of school children would occur, then the currently designed capacity for Boylston Elementary School of 425 would be exceeded in seven years or 2006. What happens with the economy and related rate of housing construction in the suburbs can have great impact on the Town. It will be important to monitor the rate of building and its resultant impact on the schools yearly as has been the practice in the school system.

Needs Assessment

In the near future, the Central Office for the District needs to find a permanent home. Alternatives will need to be looked at by them. One potential space identified in Boylston is the second floor above the police station, which would provide revenue to the Town for space that is not currently occupied nor projected for use by the Town in the foreseeable future. Improved access for the use would need to be provided by the Town.

There is a continuing need to keep up to date with technology. Tremendous strides have been made in providing the schools with needed technology. Technology is a tool for learning, not a replacement for a good teacher. Technology opens a world of opportunity and access to resources and information that could not have been thought about even ten years ago. The schools will continue to move forward to secure technology that will help to prepare the students. Special education demand and requirements can have a marked affect on the budget. An example is in the 1999-2000 school year when additional requirements caused a \$497,000 increase of the budget amounting to a 13.2% increase. Costs included tuition, transportation, and starting some programs in-house.

Future Vision

A Building Needs Committee has been established to evaluate physical plant conditions at the Tahanto Middle School/High School in order to assess future needs for that facility. The 1962 building has aging systems, the labs are antiquated, and spaces are not up to standard for current instruction. The objective is to document current conditions in order to substantiate the need to obtain funds for an architectural study. It is anticipated that committee work will take a year.

Proposals and Recommendations

VII-1. Capital Improvement Program (CIP)

Fully institute the CIP process within the Town. Such a process was begun in the winter of 1999 in preparation for the May 2000 Annual Town Meeting. Information and justification for expenditures need to be refined and expanded to include a discussion of options, more accurate costs, and other alternatives explored such as an analysis of whether large equipment items should be bought or leased and the potential for regional cooperation. The CIP schedule should include projected expenditures over a five-year period and also a category for those known beyond that point. The documentation and data for each item depends upon its complexity and the importance of its immediate funding which could range from a paragraph to a couple of pages. When a process is newly instituted within a community, it usually takes a few years of work by the committee to get the documentation at the desired level. The CIP can be an important fiscal management tool.

VII-2. Installation of Town Hall LAN

Implement plans to establish a computer local area network (LAN) for the Town. Several departments and town officials are using their personal computers to conduct Town business. This results in dispersion of records, difficulty in retrieval, and an inability to share data. It would be prudent to move ahead immediately with an appropriation for equipment and installation of a LAN. It would be advantageous for this work to be done when Town Offices are scheduled to move back to Town Hall during the summer of 2000.

VII-3. Central Telephone Number for Town Office

A single telephone number for Town Offices would provide better service to residents and create more effective working conditions for Town staff. Various options should be studied to determine the most efficient and cost effective system for the Town's situation.

VII-4. Stabilize the Gough House

Recent inspections indicate that some immediate repair work is needed to stabilize the deteriorating condition of the Gough House in order to protect the public's investment in this historic house. It would be beneficial to complete reuse and restoration plans as soon as practically feasible.

VII-5. Police Department Staff

Address the retention problem of staff in the Police Department. Explore the salary structure in nearby and similarly sized towns to determine the competitiveness of the existing pay structure. Some turn over can be expected, but there is a point at which the cost for training new people becomes excessive and the effectiveness of the force becomes jeopardized.

VII-6. Future Highway Garage Facility and Fire Station

It is time to assess where the future highway garage facility and fire station facility will be located. The existing situation will only be adequate for a relative short period into the future. The present fire station is crowded and presents restrictions on the size of equipment that can be purchased. Also, at some point in the near future there will need to be some full time

fire/medical persons during the day to provide coverage. Highway garage facilities, outside storage, and environmental restrictions constrain present operations and repair of equipment. Preliminary plans need to include future use of the Town House. Appropriate sites should be secured in the near future so they are available when these new facilities are needed.

VII-7. Manor Park and Recreation Area

The Manor facility is in the midst of the greatest concentration of population in Boylston. Because of its location near a great number of people, the area should provide for general recreation activities throughout the year. It can accommodate an array of field sports in addition to providing facilities for youngsters on a playground and climbing equipment for preschool tots. In fact the area could become more of a family park with a small pavilion and picnic tables where members of all ages in a family can find activities for relaxation and free play. The facility could be enhanced with landscaping to serve all the purposes described above.

VII-8. Organized Competitive Field Space

The Town has several special purpose sports groups competing for limited field space within the Town. The Town should establish an administrative mechanism to ensure that facilities are as multipurpose as possible in that reasonable accommodation is made for the various sports groups, each with increasingly overlapping competitive seasonal schedules. Being public land and facilities the Town has an obligation to accommodate a wide array of citizen interests.

VII-9. Open Space and Recreation Plan

Prepare an open space and recreation plan in accordance with the guidelines established for such a plan by the Executive Office of Environmental Affairs (EOEA). The plan should be a cooperative endeavor between the Planning Board, Conservation Commission, and Parks and Recreation Commission. Such a plan would provide greater detail of passive open space corridors for wildlife and trails, and identification of specific sites for recreation facilities, all being accommodated within the context of the Master Plan. Other groups will need to be involved such as the Reuse Committee since there is great interest to expand recreational facilities at Hillside.

VII-10. Library Addition

The needs of the library are well documented and a grant has been received from the State to do preliminary planning for a new addition. The study should be completed as soon as practicable so the Town can make decisions on the schedule for Town funding in order that Boylston can get on the list for State funding.

VII-11. Future School Site

Since the buildout analysis shows the potential of at least three added elementary schools needed if the town becomes fully developed, and considering the capacity at the elementary school, it would be prudent to buy and hold property for a future elementary school.

Chapter VIII
CIRCULATION

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Color GIS Maps (34"x44") on file with the Planning Board
Circulation & Transportation Network (Functional Classification of Roads)

CIRCULATION

Circulation System¹

Highway and Street System

Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they provide. The highway network plays a dual service role in that it provides access to property and facilitates travel mobility. Streets and highways are subdivided into three general classifications: local, collector, and arterial. The primary function of local facilities is access to properties, especially housing stock, while arterials are generally utilized to serve through movements. Collectors provide a link between these two classes. Functional classification can be applied in planning highway system development, determining the jurisdictional responsibility for particular systems, and in fiscal planning.

Along with the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) came the institution of a major new Federal-aid system, the National Highway System (NHS). In addition to the functional reclassification of roadways, section 1006 of ISTEA also directed the Secretary of Transportation to develop a NHS in cooperation with state, regional, and local officials. The purpose of the NHS is to provide an interconnected system of principal arterial routes that will serve major population centers, international border crossings, ports, airports, public transportation facilities, other intermodal transportation facilities, and major travel destinations. In addition, it must meet national defense requirements and serve interstate and interregional travel. The NHS includes the Interstate System, other routes identified for their strategic defense characteristics (STRAHNET routes, none of which have been designated in the CMRPC planning district), Congressional "high priority routes" (none of which have been designated in the CMRPC planning district), and routes providing access to major ports, airports, public transportation and intermodal facilities that have been nominated by state transportation officials in cooperation with the Metropolitan Planning Organizations (MPOs). There is approximately ½ mile of I-290 NHS roads in Boylston on the southern boundary, but there are no access points in the Town.

The Surface Transportation Program (STP) includes all sections of roadway, other than those facilities on the NHS, which are classified in rural areas as a major collector or higher, and in urban areas, as a collector or higher. The southwest corner of Boylston is designated as an urban area with the boundary, to the northeast beginning at Route 140 and West Boylston, being Route 140, then north on Route 70 to School Street, and School Street to the Town of Shrewsbury. The roadways within Boylston that are classified under the STP are shown in the Functional Classification of Roads map. These include Routes 70 and 140, French Drive-Central Street, School Street, and Sanatorium Road.

¹ Data and analysis from: 1997 Regional transportation Plan, Central Massachusetts Region, CMRPC, March 1997
Boylston Comprehensive Plan
Chapter VIII: Circulation

ISTEA allows much flexibility with regards to STP funding as these funds may be used on either NHS or other Federal-aid roads. In addition, bridge, safety, carpool-related, and bicycle and pedestrian projects are eligible for STP funding regardless of the classification of the roadways on which the projects are planned. STP funds may also be used for mass transportation projects.

Bridges

A structurally deficient bridge is defined as a bridge whose condition has been rated no higher than poor in any of these four areas: bridge deck, superstructures (the physical condition of the bridge structure), substructures (the condition of piers, abutments, piles, genders, footings, or other related components), and culverts and retaining walls. In addition, if the bridge's structural condition or waterway adequacy were tested as being in critical condition or worse, then the bridge would also be considered to be structurally deficient.

A functionally obsolete bridge is defined as a bridge that is considered in serious condition in any of these three categories: deck geometry, underclearances, or the approach roadway alignment. Additionally, if the structural condition or waterway adequacy were in serious condition (better than that for a structurally deficient bridge), the bridge would be identified as being functionally obsolete.

Since a structurally deficient bridge is a more critical concern than a functionally obsolete bridge, any bridge classified as structurally deficient would be excluded in the latter listing. There are no structurally deficient or functionally obsolete bridges in Boylston.

Congestion Management System (CMS)

The stated objective of ISTEA of 1991 is the "improved performance of statewide and metropolitan transportation systems through preservation, operational, and capacity improvements". To accomplish this objective, the CMS has been defined as a "systematic process that provides information on transportation system performance and alternative strategies to alleviate congestion and enhance mobility of persons and goods.

The regional planning agency, Central Massachusetts Regional Planning Commission (CMRPC), is responsible for preparation of the CMS. The *1996 CMS Progress Report* contains no Federally funded or State funded CMS related highway projects.

The results of the regional traffic simulation model developed for the 1993 Regional Transportation Plan (RTP) determined which roadways within CMRPC's region would be initially included in the CMS focus network. As discussed at the Technical Team meetings, the delineation of a focus network allows CMS resources to be targeted on the most congested facilities. The threshold criteria used by CMRPC to determine which network links were congested under existing conditions (base year 1990) was that links with Volume/Capacity (V/C) ratios ≥ 1 were considered congested. Those links identified as having V/C ratios exceeding the 1.0 threshold were included in CMRPC's focus CMS network. Future capacity deficiencies were also estimated utilizing the 1993 traffic simulation model. Projections of housing units and

employment, which are the main inputs to the model, were made to the year 2020. The 1997 Regional Transportation Plan (RTP) shows no existing or projected capacity deficiencies in Boylston as defined by the 1993 regional traffic simulation model.

Local Pavement Management Technical Assistance Program

Due in part to the success of the statewide Pavement Management System (PMS), municipalities have begun pursuing the development of local PMS programs. In response to this interest, the CMRPC has developed a Local Pavement Management technical Assistance Program for the forty communities within its planning district.

CMRPC's Transportation Planning Committee, at its March 1996 meeting, selected the town of Princeton as a demonstration community to assist in the development of a Local PMS Technical Assistance Program. The services provided by CMRPC to Princeton and other interested communities include:

- An update to the community's roadway inventory files maintained by the Bureau of Transportation Planning and Development (BTP&D)
- The collection of pavement and gravel road distress data on all "local" roadways in each community ("Local" roadways are those coded #2 [city or town accepted] in BTP&D's Roadway Inventory files)*
- An analysis of the collected distress data using the consultant firm VHB's *Road Manager* software package
- A determination of each community's available resources for roadway maintenance and repair
- The development of a ten-year plan to address identified needs.

*Importantly, the Princeton pilot pavement management study was provided to the Town at no cost. As stated in the 1997 Central Massachusetts MPO endorsed Unified Planning Work Program (UPWP), other participating communities will be charged a cost representing 50% of the staff time associated with data collection activities.

The results of the Preliminary Pavement Management Study prepared for the Town of Princeton were well received by the community. Notably, additional local funds were allocated in Princeton for roadway repair and maintenance as a result of the preliminary report presented to the town's Board of Selectmen and recently established Roads Advisory Committee. It is expected that the community will utilize the results of the initial study to develop an ongoing Pavement Management System for their local roadway network.

Boylston does not have a Pavement Management Plan. Such a plan would be important if Town's people are concerned about a lack of proper roadway repair and maintenance. It is understood that Chapter 90 state road funding can be used for this study.

Safety Management System (SMS)

To date, the Safety Management System (SMS) has been a statewide activity conducted by MHD. Tasks have included improving accident reporting procedures and compiling a list of "Top Accident Locations" using performance measures such as property damage, injuries, and deaths incurred at various accident locations. The MHD program has not yet developed into a complete Management System whereby needed improvements are recommended, prioritized, scheduled, and monitored for effectiveness. Boylston has one intersection, Route 70/Route 140, listed in the MHD Top 1000 Accident Locations in Massachusetts. It is at the bottom of the list of the 66 qualifying intersections in central Massachusetts, which means many other intersections have higher priority for remedial action.

Public Transportation Facilities²

Fixed Route Buses

Fixed route transit operations provided by the Worcester Regional Transit Authority (WRTA) continue to play a small but critical role in the 40-municipality Central Massachusetts Regional Planning District. Overall, transit serves approximately 1% of all person trips in the region. Transit's impact on traffic is greater than its small 1% share of total travel would indicate due to the fact that the fixed route system is radially oriented concentrated along the traffic corridors leading into the Worcester CBD. Given the area's non-attainment status with regard to air quality and the recent development activities in downtown Worcester (including the Worcester Center project), transit is viewed as a viable alternative to auto travel for trips destined to this potentially congested area.

The nature of the market segment served by transit is the second reason for transit's important role in the regional transportation system. To a large extent, transit serves persons who would find it difficult or impossible to make their trip by any other mode. Among the groups affected are elders, people with disabilities, young people and people living on limited incomes.

All routes are Worcester CBD oriented. Fifteen of the 29 routes serve outlying communities. One of those routes extends out to Clinton (15 miles from Worcester CBD) passing through Boylston along Route 70. The American with Disabilities Act (ADA) requires public transit carriers to provide paratransit services within ¾ mile of fixed transit routes.

Paratransit Services

"Paratransit", functionally defined, is a transportation service, which does not have a fixed route. It is characterized by many origins and many destinations. It is also known as demand-responsive because all trips are arranged by appointment. Taxi service, commercial vanpools, chair care service and ambulance service are demand-responsive paratransit services.

² Ibid.

The WRTA presently funds AVCOA (Assabet Valley Councils on Aging) to provide paratransit service for elders and people with disabilities in Boylston. The WRTA funded Council on Aging Services provides ADA Paratransit Service by law along $\frac{3}{4}$ mile corridors surrounding all WRTA fixed bus routes (including evening/weekend service hours comparable to bus service hours). Cab companies are contracted to provide services on evenings and weekends on an "as requested basis". Riders are charged a reduced fare. The cost differential for those outside the $\frac{3}{4}$ mile corridor is paid by the Boylston COA.

AVCOA is scheduled to be in Boylston on a regular basis two days a week, Tuesday and Wednesday, for regular trips such as shopping. The individual can schedule other needed trips such as doctor appointments. The Town does not provide other paratransit services beyond AVCOA.

Proposals and Recommendations

VIII-1. Schedule Traffic Counts with CMRPC

The Town should work with the regional planning agency, CMRPC, to establish a systemic schedule (every 2-3 years) for doing traffic counts on Routes 70 and 140. The purpose is to monitor the buildup of traffic over time to anticipate the need for future improvements. Route 140 is particularly important because of industrial areas that are being promoted and traffic from West Boylston that uses Route 140 for access to I-290.

VIII-2. Restrict Use of Cul-de-sacs to Improve Circulation

A network of through streets improves circulation within a Town and reduces travel time plus to some extent also reduces trips on major arterials and collectors. The net result is that capacity of major roadways is maintained for a larger population base, and roads can remain narrower with fewer lanes for a larger population, thus helping to promote rural character. The objective in designing local roads is to establish a pattern that does not encourage through traffic. The Town should:

Adopt a policy that cul-de-sacs will be approved only in situations where connecting roads are not possible due to topography or wetlands. Otherwise provision must be made for through streets with dedicated right-of-ways.

Cul-de-sacs generally will not become approved town roads and maintenance is to be legally provided by a homeowners group with liens on property by the Town possible if not maintained. Phased projects may use a temporary cul-de-sac meeting all zoning requirements for it if a performance bond is maintained till completion of the road.

VIII-3. Pavement Management System

A Pavement Management System for the Town should be developed as a way to address roadway maintenance and improvements on a Town-wide basis particularly if citizens have concerns about the adequacy of road repair and maintenance. Such a plan, as described above, would identify all needs and provide a basis for establishing priorities.

VIII-4. Proactive Town Participation with CMRPC

It is through the Regional Planning Agency that larger transportation issues concerning the Town are made. In recent years it is understood that Boylston has not been as active in regional planning activities as some other communities. Important areas for regional cooperation concerning Boylston and its surrounding communities and for future implementation occur through CMRPC in the areas of transportation, economic development, solid waste, and open space. Therefore, Boylston should be actively engaged in CMRPC activities.

VIII-5. Design Guidelines for Commercial Development along Routes 140 and 70

Residents at the public workshops for preparation of the Comprehensive Plan have repeatedly expressed their concern about the visual qualities along these highways. To address this concern and to help achieve the goal of maintaining rural character to the extent possible, the Town should develop design guidelines for landscaping, parking and signs. The first step has been taken by requiring site plan approval for all commercial and industrial uses.

VIII-6. Sidewalk Construction

Provide pedestrian improvements to encourage walking, such as installation and repair of sidewalks in the more densely developed areas like Morningdale and along busy collector streets such as Main Street and other streets in Boylston Center. Note that lower densities decrease pedestrian transportation and the economics for providing facilities, but sidewalks are necessary along major streets for safety.

Chapter IX

IMPLEMENTATION

Two of the most direct ways the town can affect its physical development is through regulation and the expenditure of public money. Examples of these techniques are zoning ordinance changes and the current building program for the elementary school. Boylston has been working toward achieving its goals.

Zoning is the most important tool a town has to implement its Comprehensive Plan and policies. Regulation is direct, the basis for enforcement is well established, and approval is mandatory before construction can begin. Several actions propose change of the zoning bylaw to result in a different outcome than current provisions. Subdivision regulations, health regulations and general town bylaws are other important regulatory tools.

The Comprehensive Plan calls for improvements in public facilities. These actions require the expenditure of public money raised by taxes. The building program for the elementary school, mentioned above, is being accomplished through bonding by the town, where the debt incurred is retired through revenue raised by taxes over the period of the bonds. Other smaller capital improvements such as the repair of public facilities, the development of a well, or the construction of ball fields are done by annual capital expenditures. These are usually part of the town's Capital Improvement Program (CIP) determined through a formal administrative process within the town and approved at the Annual Town Meeting.

A good CIP process is key for a town in order to establish priorities for achieving its Comprehensive Plan goals and thus realizes its vision for the town. Sometimes, usually more frequent than people hope, emergencies arise that need immediate attention and therefore an adjustment in priorities. When this happens too frequently, or continually, it is likely that the level of capital funding over a period of years has been too low for the size of the physical plant in the town. Many of these occurrences are the result of deferred maintenance that now requires more costly replacement.

Review of Boylston's financial process finds that the town does not have a CIP. The Town Administrator is in the process of establishing a CIP by having the departments assess their needs, make proposals on a scheduled basis over a multi year period, and then establish Town priorities. The existence of a Comprehensive Plan that is periodically updated should foster planning further ahead and therefore enable long-term strategies. To be sure there are constraints due to fiscal realities, but these too can be changed over time by planning ahead.

Two comments about the administrative process are highlighted here. First, the key participants assembling department requests need to take the first pass at establishing priorities. The CIP Committee headed by the Town Administrator has this responsibility.

The second administrative comment involves an assessment by the committee after Town Meeting action on the CIP. After town meeting it is suggested that the CIP committee assess

what the actions of the Annual Town Meeting mean both for the administrative operation of departments in the coming year and the work ahead for the next budget cycle. Was a project disapproved for lack of merit, a different sense of priority, need for a different approach, or was there a lack of understanding by the public? This group assessment can help departments and the town administration prepare for next year.

The Planning Board can help implement the Comprehensive Plan any time it is required or asked to give advise. One of the first comments should be on the relationship of the proposed actions to the goals, policies and proposals of the Comprehensive Plan. The real test of a town's commitment to planning and proactively working towards its vision is when other boards, commissions, and the general public question whether a proposed action is consistent with the Comprehensive Plan and fosters town goals. If not, then what alternative action is appropriate? The Comprehensive Plan is a 'living' document. When conditions or attitudes change, a new consensus should be formulated on that aspect and the Comprehensive Plan adjusted.

Finally, an important part of implementation is persuading and promoting private action. There are many examples where this type of action can be very productive and cost effective such as an Industrial Development Commission program for the retention and attraction of business and industry. The Conservation Commission uses persuasion when talking with landowners about gifts of land or sale of certain bundles of property rights. Whenever the Planning Board has a discussion with a property owner private actions are being promoted to be consistent with the Comprehensive Plan or supportive of the public interest.

The Implementation Table, on the following pages, includes suggested actions, a relative priority of the action, the lead group(s) with responsibility, and potential funding sources to complete the action. These lead groups include, Board of Selectmen, School Committee, Planning Board, and other boards, commissions, department heads and officials. Where more than one group is indicated for responsibility, the first listed is intended to have primary responsibility. It is up to those responsible to involve other necessary participants. The chapter where the proposal or recommendation is discussed and its number appear in the first column.

The Implementation Table should be reviewed and revised periodically to reflect new proposals, to delete those completed or abandoned, or to modify actions as they become more fully developed. An annual assessment is suggested. When a chapter is revised is also an appropriate time to assess how changes impact other chapters and their actions. Adherence to keeping the Comprehensive Plan updated will help keep the Comprehensive Plan a relevant document for the Town in its quest to realize its aspirations.

Implementation Table **Schedule of Public Actions and Responsibility**

| Chapter Reference | Actions / Proposals and Recommendations | Priority | Responsibility | Funding Source |
|-------------------------------------|---|---------------------|----------------|-----------------------------------|
| Land Use | | | | |
| II-1 | Create New Residential Zone Districts | 1 | PB | OB |
| II-2 | Phased Development Bylaw Provision | 1 | PB | OB |
| II-3 | ANR Design Guidelines | 1 | PB | OB |
| II-4 | Open Space Residential Zoning Provisions | 1 | PB | OB |
| II-5 | Promote Open Space Residential Provision Use | OG | PB | OB |
| II-6 | Rural Open Space | 1 | PB | OB, WA |
| II-7 | Rural Design Standards | 1 | PB | OB |
| II-8 | Planned Commercial and Industrial Development | 1 | PB | OB |
| Housing | | | | |
| III-1 | Provide a More Diverse Supply of Housing | 1 | PB | OB |
| III-2 | Housing for Specific Groups | 1 | PB | OB |
| III-3 | Adopt an Inclusionary Housing Policy for Moderate Income Households | 2 | PB | OB |
| Economic Development | | | | |
| IV-1 | Design Standards | 1 | PB | WA |
| Priority | Responsibility | Funding Source | | |
| 1 2000-2002 | BOS Board of Selectmen | OB Operating Budget | CIP | Capital Improvement Program |
| 2 2003-2007 | PB Planning Board | WA Warrant Article | MHD | Mass Highway Department |
| 3 After 2007 | TA Town Administrator | G Grants | MBTA | Mass Bay Transportation Authority |
| OG On Going Activity | BOH Board of Health | SH Self-Help Grant | NA | Not Applicable |
| Boylston Comprehensive Plan | | | | |
| Kenneth M. Kreutziger, FAICP | | | | |

**Implementation Table
Schedule of Public Actions and Responsibility**

| Chapter Reference | Actions / Proposals and Recommendations | Priority | Responsibility | Funding Source |
|---------------------------------------|--|-----------------------|--|----------------|
| IV-2 | Concept Planning for Route 140 Corridor | 1 | PB | OB, WA |
| IV-3 | Commercial Zoning | 1 | PB | WA |
| IV-4 | Responsible Person Assigned Economic Development | 1 | BOS | OB |
| IV-5 | Active Business Organization | 1 | BOS | OB |
| IV-6 | Village Retail Zoning | 1 | PB | WA |
| Natural and Cultural Resources | | | | |
| V-1 | Vernal Pool Protection | 1 | CC | OB, WA |
| V-2 | Acquire More Conservation Lands Throughout Town | OG | CC | OB, WA |
| V-3 | Open Space Residential Development | OG | PB | OB |
| V-4 | Community Center | 2 | BOS | OB, WA |
| Open Space & Recreation | | | | |
| VI-1 | Route 140 Landscape Buffer | 1 | PB | WA, OB |
| VI-2 | Gateway Improvements | 2 | PB | WA, OB |
| Priority | Responsibility | Funding Source | | |
| 1 2000-2002 | BOS Board of Selectmen | OB Operating Budget | CIP Capital Improvement Program | |
| 2 2003-2007 | PB Planning Board | WA Warrant Article | MHD Mass Highway Department | |
| 3 After 2007 | TA Town Administrator | G Grants | MBTA Mass Bay Transportation Authority | |
| OG On Going Activity | BOH Board of Health | SH Self-Help Grant | NA Not Applicable | |

Boylston Comprehensive Plan

Chapter IX: Implementation

Implementation Table **Schedule of Public Actions and Responsibility**

| Chapter Reference | Actions / Proposals and Recommendations | Priority | Responsibility | Funding Source |
|----------------------------------|---|----------|----------------|----------------|
| VI-3 | Scenic Roads Review | OG | PB | OB |
| VI-4 | Underground Utilities | 2 | BOS, HD | WA |
| VI-5 | Street Landscape Standards | 1 | PB | OB, WA |
| VI-6 | Design Review Board | 1 | PB | OB |
| VI-7 | Septic System Review | 1 | PB, BOH | OB |
| VI-8 | Public Access to Stream Corridors | OG | CC | OB, WA |
| VI-9 | Greenbelts on Private Property | 1 | CC, BOS | OB |
| VI-10 | Chapter 61 Lands for Potential Purchase | 1 | PB, BOS | OB, WA |
| Services & Facilities | | | | |
| VII-1 | Capital Improvement Program (CIP) | 1 | BOS, TA | OB |
| VII-2 | Installation of Town Hall LAN | 1 | BOS, TA | WA |
| VII-3 | Central Telephone Number for Town Offices | 2 | BOS, TA | OB, WA |
| VII-4 | Stabilize the Gough House | 2 | BOS | WA |
| VII-5 | Police Department Staff | 1 | BOS | OB |
| VII-6 | Future Highway Garage Facility and Fire Station | 3 | BOS, PB, HD | WA |

| Priority | Responsibility | CC | Conservation Commission | Funding Source |
|----------------------|------------------------|-----|-------------------------------|---------------------|
| 1 2000-2002 | BOS Board of Selectmen | HD | Highway Department | OB Operating Budget |
| 2 2003-2007 | PB Planning Board | PR | Parks & Recreation Commission | W/A Warrant Article |
| 3 After 2007 | TA Town Administrator | SC | School Committee | G Grants |
| OG On Going Activity | BOH Board of Health | L/T | Library Trustees | SH Self-Help Grant |

Boylston Comprehensive Plan

Chapter IX: Implementation

Kenneth M. Kreutziger, FAICP

March 2000

Implementation Table

Schedule of Public Actions and Responsibility

| Chapter Reference | Actions / Proposals and Recommendations | Priority | Responsibility | Funding Source |
|--------------------|--|----------|----------------|----------------|
| VII-7 | Manor Park and Recreation Area | 1, 2, 3 | BOS, PR | OB, WA |
| VII-8 | Organized Competitive Field Space | 1, 2 | BOS, PR | OB |
| VII-9 | Open Space and Recreation Plan | 1 | PB, CC, PR | WA |
| VII-10 | Library Addition | 1 | LT, BOS | WA |
| VII-11 | Future School Site | 2 | BOS, PB, SC | WA |
| Circulation | | | | |
| VIII-1 | Schedule Traffic Counts with CMRPC | 1 | PB, HD | OB |
| VIII-2 | Restrict Use of Cul-de-sacs to Improve Circulation | 1 | PB | OB |
| VIII-3 | Pavement Management System | 1 | HD | OB, WA |
| VIII-4 | Proactive Town Participation with CMRPC | OG | PB | OB |
| VIII-5 | Design Guidelines for Commercial Development along Routes 140 and 70 | 1 | PB | WA |
| VIII-6 | Sidewalk Construction | OG | HD | CIP, WA |

| Priority | Responsibility | CC | Conservation Commission | Funding Source |
|----------------------|------------------------|----|-------------------------------|---------------------|
| 1 2000-2002 | BOS Board of Selectmen | HD | Highway Department | OB Operating Budget |
| 2 2003-2007 | PB Planning Board | PR | Parks & Recreation Commission | WA Warrant Article |
| 3 After 2007 | TA Town Administrator | SC | School Committee | G Grants |
| OG On Going Activity | BOH Board of Health | LT | Library Trustees | SH Self-Help Grant |

Boylston Comprehensive Plan

Chapter IX: Implementation